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THE FAMINE EFFECTS ON AFRICAN REFUGEES

HEARING

BEFORE THE

SUBCOMMITTEE ON
IMMIGRATION AND REFUGEE POLICY

OF THE

COMMITTEE ON THE JUDICIARY
UNITED STATES SENATE

NINETY-NINTH CONGRESS

FIRST SESSION

ON

OVERSIGHT ON THE ISSUE OF EMERGENCY FOOD AID AND FAMINE RELIEF TO REFUGEES IN SUB-SAHARAN AFRICA

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THE FAMINE EFFECTS ON AFRICAN REFUGEES

THURSDAY, FEBRUARY 7, 1985

U.S. Senate,
Subcommittee on Immigration and Refugee Policy,
Committee on the Judiciary,
Washington, DC.

The subcommittee met, pursuant to notice, at 10 a.m., in room SD-226, Dirksen Senate Office Building, Hon. Alan K. Simpson (chairman of the subcommittee) presiding.

Present: Senators Alan K. Simpson and Edward M. Kennedy.

OPENING STATEMENT OF ALAN K. SIMPSON

Senator Simpson. The subcommittee will come to order. It is good to have you here.

The subcommittee will address the issue of emergency food aid and famine relief to refugees in sub-Saharan Africa. The matter comes to our jurisdiction in a somewhat indirect way. Specifically, the agency which is primarily responsible, of course, for the distribution of emergency food aid in the Sudan, one of the most affected countries, is the U.N. High Commissioner for Refugees [UNHCR].

I have read your series of correspondence in that part of the world at the time of the emergency. Of course, the UNHCR has operated camps for several years for political refugees from Ethiopia in several remote areas of the Sudan, and those camps have been pressed into service as food distribution centers. It is to those UNHCR camps that people have fled, or rather walked, often over hundreds of miles. You have seen it, and you are going to share that with us today.

The drought, famine, and death which has struck Africa, and principally sub-Saharan Africa, in recent months, I think, in this country has been met with the most spontaneous, deeply felt outpouring of sympathy and concern and love that we have witnessed here in many years, perhaps even since the terrible war and famine in Biafra. We know the pain and anguish of that in the late sixties. Persons from every economic level and every walk of life have been genuinely moved by this catastrophe, and have raised money and offered assistance in a wide variety of ways. Churches, charities and voluntary organizations, corporations and private citizens, musicians, artists, and athletes have all extended their hand in a remarkable way.

I am particularly proud to say the response of the American Government has been prompt, active, and generous. Since October 1, 1984, the U.S. Government has committed to Africa over 900,000 metric tons of emergency food aid, worth $348,000 million. When added to our regular Public Law 480 food programs, the Food-for-Peace Program, nearly 2 million metric tons of food, valued at over $600 million have been approved for sub-Saharan Africa in the current fiscal year. The figures increase almost daily.

During the Christmas holiday, the ranking minority member of this subcommittee, Senator Ted Kennedy, visited the famine areas in Ethiopia and Sudan. He was accompanied by his two children Kara and Teddy, whom I have come to know a bit and enjoy, and two representatives of the private sector, Mr. Wise and Mr. Kingham, plus the subcommittee's minority counsel, Jerry Tinker, who has been a remarkable staff addition to this subcommittee for many years.

The private sector has also been very active in the effort to alleviate the suffering in this part of the world. It is ironic, I think, sometimes we in Congress get enthusiastic about criticizing corporations that sell goods to other countries, goods that we think might not be appropriate for them, yet we are prone to overlook it when some of those corporations step quickly into the breach such as this one, and I hope we will hear some of that today.

Certainly throughout your career, Senator Kennedy, you have always been identified always with humanitarian issues. In this connection, you have led this visit to the refugee camps of Ethiopia and the Sudan. You have spent several days in the field working in those camps and met with the United Nations and disaster relief personnel at the scene, and we are anxious to hear what you have found.

I have read with interest the material you have presented.

Also today we have Peter McPherson, the distinguished Administrator of the Agency for International Development, and accompanying Mr. McPherson is James Purcell, Assistant Secretary of State for Refugee Programs.

We are glad to have you here, and we are anxious to hear what you have to share with us, Ted.

STATEMENTS OF A PANEL CONSISTING OF HON. EDWARD M. KENNEDY, U.S. SENATOR FROM THE STATE OF MASSACHUSETTS; EDWARD M. KENNEDY, JR.; KARA KENNEDY; JOHN WISE, SPECIAL REPRESENTATIVE, KRAUSE MILLING CO.; AND JAY KINGHAM, VICE PRESIDENT, PHARMACEUTICAL MANUFACTURERS ASSOCIATION

Senator KENNEDY. Thank you very much, Mr. Chairman.

I want to say what a very deep honor it is to be here and have the opportunity to present to our subcommittee some of the observations about one of the great human tragedies of modern times—the problems of famine and starvation that is affecting the continent of Africa—and to share with you some observations not only from our trip, but also to put into the record some recommendations that I am hopeful can be acted upon in this Congress. I believe they deserve the broadest possible support and can make a very important life-sustaining difference to millions of people on the African continent.

First of all, Mr. Chairman, I want to express my appreciation to you for chairing these hearings. I think all of us in the U.S. Senate are very much aware of the leadership that you have provided on one of the most important and difficult issues that this country is facing, and that is the issue of immigration.

Perhaps what is less understood and less well known is your very deep and continuing commitment to the issue of refugees that have come into our own country but also the movement of people around the world. I know this has been a continuing interest and concern of yours, and I want to personally express my very deep appreciation for your effort, and I also want to commend again your efforts with our colleagues in the U.S. Senate. I appreciate your calling this hearing to review the refugee and famine relief efforts in Ethiopia and Sudan, and other areas of Africa. Last December, I spent some 10 days in those 2 countries with my daughter, Kara, and my son, Teddy, who are here with me today. We were also accompanied by Jerry Tinker, the subcommittee minority counsel; John Wise, senior commodities manager and special representative of the Krause Milling Co. of Milwaukee, WI; and Jay Kingham, vice president for international affairs of the Pharmaceutical Manufacturers Association of America [PMA].

The Krause Milling Co. is one of the principal American producers of corn-soy meal and other fortified foods which are essential to the relief effort.

The PMA has established an African Pharmaceutical Relief Committee to coordinate and channel the contributions from the American pharmaceutical industry. Their involvement and participation at this time, I think, is in the finest tradition of the private sector and has made and continues to make a very important and special contribution to the relief effort.

Mr. Chairman, with your permission, I have brought just a very few slides taken by Ken Regan of Camera 5, which Teddy and Kara will narrate at this time and I will move into a brief summation of the recommendations I would like to make.

Senator SIMPSON. Fine. That would be very appropriate.

[Slide presentation begins].

Mr. KENNEDY, JR. Mr. Chairman, the following five slides are from Makelle in northern Ethiopia and they give a visual portrait of the human tragedy that has overtaken Ethiopia because of the drought and famine. Over 70,000 famine victims have now come to the town of Makele in the Tigray Province. They are camped around its perimeter, doubling the town's population. Like millions of other Ethiopians who face starvation in Tigray and in the adjacent northern province of Eritrea, they have abandoned their rural villages and migrated to the cities in a desperate search not only for food but for relief from the civil war that has wracked their provinces in recent years.

At the time of our visit, the new arrivals were so weak that an average of 50 people were dying each day. Throughout the country 20,000 people die every week from the famine and disease and 70 percent of these deaths are of children. Over half a million people have perished already, and countless more may have died in rural areas cut off by the civil strife. As many as 4 million Ethiopians are feared to be in these areas where it is impossible for relief to get through. You will note that the people have little clothing and they are bundled up against the cold. We must remember that the high desert plateaus of Ethiopia, despite their sunny appearance during the day turn viciously cold during the night. Until you feel it at first-hand, it is hard to understand much less accept the terrible hardship these people face.

Senator KENNEDY. I might mention, Mr. Chairman, the earlier slide that showed the tents there, those tents were at the time, only available to one-third of the population. Two-thirds of the population lived out on the open plateau and one of the central impressions that you gather, particularly when we first visited that camp in the evening, was the fact that few of them are even as fortunate to have this kind of wrapping that this child has. There are small campfires at sunset when the bitter cold comes at nighttime. Most of them are huddled around with virtually no shelter whatsoever from the cold winds that come across that plateau and fires go at nighttime and soon they run out of wood. One of the very sad but continuing impressions is that in the early mornings you hear the coughs of the children that have contracted both pneumonia and other respiratory illness during the course of the night. You see the stretchers of the dead carried out during the course of the morning.

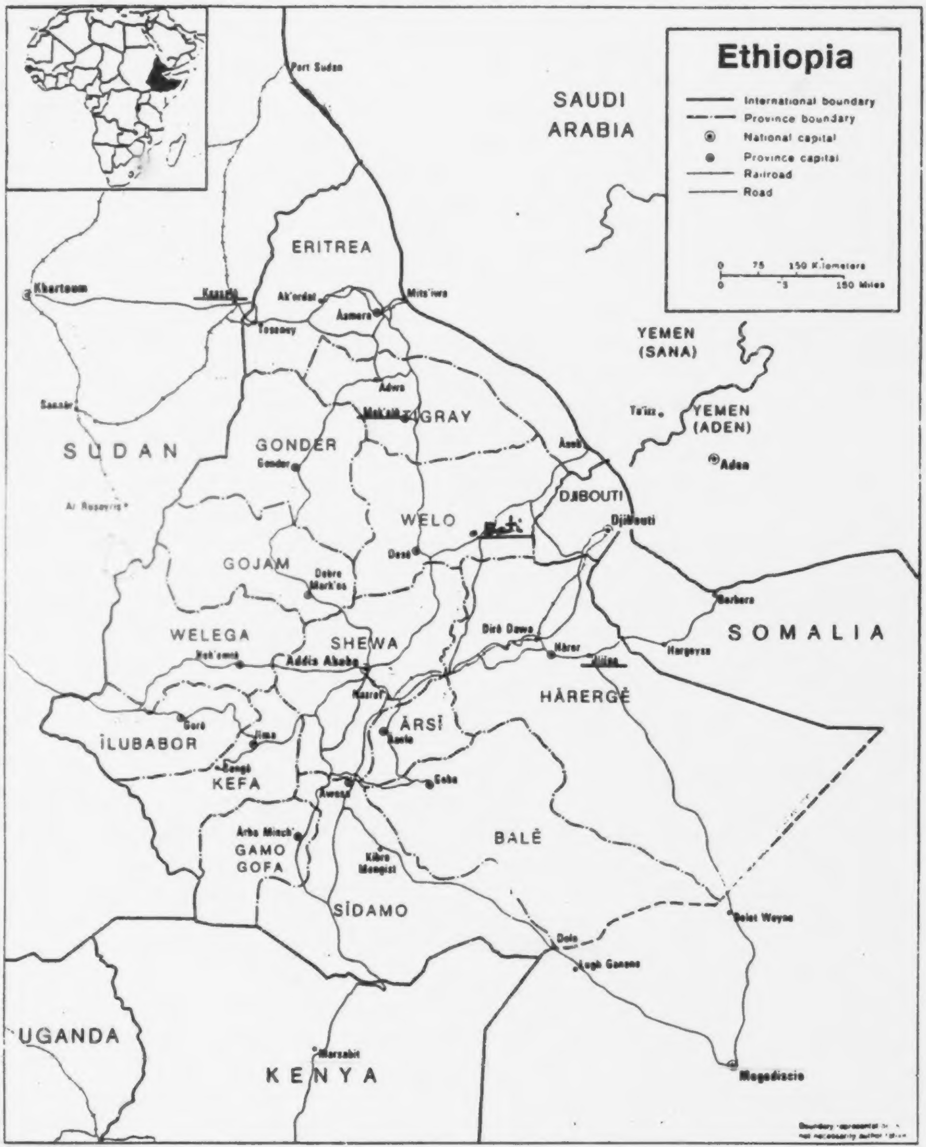
Ms. KENNEDY. Mr. Chairman, these slides are from Makele and Bati in Ethiopia and they illustrate the assistance we saw which was actually making the difference between life and death for thousands of famine victims. You can see here the children lined up for the intensive feeding program at the Makele camp. The only sound we heard, as my father said, was of coughing and coughing. It became a sound we heard constantly from women and children affected by the cold and malnutrition. Teddy and I helped feed children for several mornings, and we could see such an enormous difference between those who received aid from American voluntary agencies and those who are waiting to receive it.

Our trip to Bati in Wollo Province told of the modest hope now evident. Here, in a camp of 22,000 people, 6,000 children were in special feeding programs including 3,000 in an intensive program providing fortified foods 5 times a day. As a result, the mortality rate in Bati dropped sharply from about 200 a day 2 weeks before we arrived to about 50 a day while we were there. The special feeding programs are critical to the relief effort and should continue to be a top priority of our assistance.

While the focus of the relief effort in Ethiopia has been on the north, other areas of the country are suffering from the drought. In Jijiga, a small town in the——

Senator KENNEDY. Pause at that last slide.

MAP OF ETHIOPIA


Ethiopia
International boundary
Province boundary
National capital
Province capital
Railroad
Road
0 75 150 Kilometers
0 75 150 Miles
SAUDI ARABIA
Port Sudan
ERITREA
Khartoum
Kassala
Ak'ordat
Asmera
Mits'iwa
Tesenay
Adwa
Mek'ele
TIGRAY
Sannar
SUDAN
GONDER
Gonder
Ar Rusayris
WELO
Desē
GOJAM
Debre Mark'os
YEMEN (SANA)
Ta'izz
YEMEN (ADEN)
Aden
Aseb
DJIBOUTI
Djibouti
Berbera
SOMALIA
Hargeysa
Dirē Dawa
Härer
Jijiga
HÄRERGĒ
WELEGA
Nek'emtē
Addis Ababa
SHEWA
Nazret
ĀRSĪ
Asela
Gorē
ĪLUBABOR
Jima
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KEFA
Awasa
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Ārba Minch'
GAMO GOFA
Kibre Mengist
BALĒ
SĪDAMO
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Dolo
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UGANDA
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Ms. **Kennedy**. Here is a picture of Teddy and I helping out the medical assistants in Bati to fill syringes, and Teddy put on new needles. We filled the syringes for several people putting in 2 cubic centimeter's worth which would inoculate several children. There is a shortage of these vaccines.

Mr. **Kennedy, Jr**. Mr. Chairman, if I may add, here is a photograph of me using disposable needles that have been reboiled and reused because of the lack and shortage of needles. These needles are boiled and used time and time again until basically they can't pierce a child's arm anymore. One of the desperate feelings was in the inocculation centers where hundreds and hundreds of people are lined up for inoculation against measles, which is a preventable disease but from which thousands and thousands of children are dying. So, I think this just shows the lack of simple medical supplies that could be going to those camps.

When the doctors would inoculate the children, there would often be such a lack of muscle tissue in the child's arm that the needles, if not inserted sideways, would go straight through the child's arm. This was a particularly distressing part of our trip.

Also if I could, Mr. Chairman, I would like to add that another very distressing moment was in the intensive feeding programs where children would come in and be given a bowl of food and be so hungry that they didn't want the food any longer. There gets to be a point in starvation where you lose your sense of appetite. Many of these children had to be force-fed by spoon.

Ms. **Kennedy**. Other areas of the country are also suffering from the drought. Here we are in Jijiga, a small town to the east where we visited a hospital and feeding station operated by Mother Teresa's Missionaries of Charity. Sister Bertilla, whom you saw in the past slide, gave us a tour of the clinic and we participated in the twice daily feeding program where she feeds 2,000 people a day from nearby villages. You can see here how they mix the sorghum and the broth. Those who are fed by Sister Bertilla received large portions of sorghum. In this area there has been a 60-percent increase in the cases of malnutrition. With the continued shortfall in food production, the situation is growing worse.

Mr. **Kennedy, Jr**. Mr. Chairman, this slide was taken Christmas day. This is on the border of Sudan, a photograph taken in Sudan which illustrates the flight of the people of Eritrea and Tigre into the eastern part of Sudan.

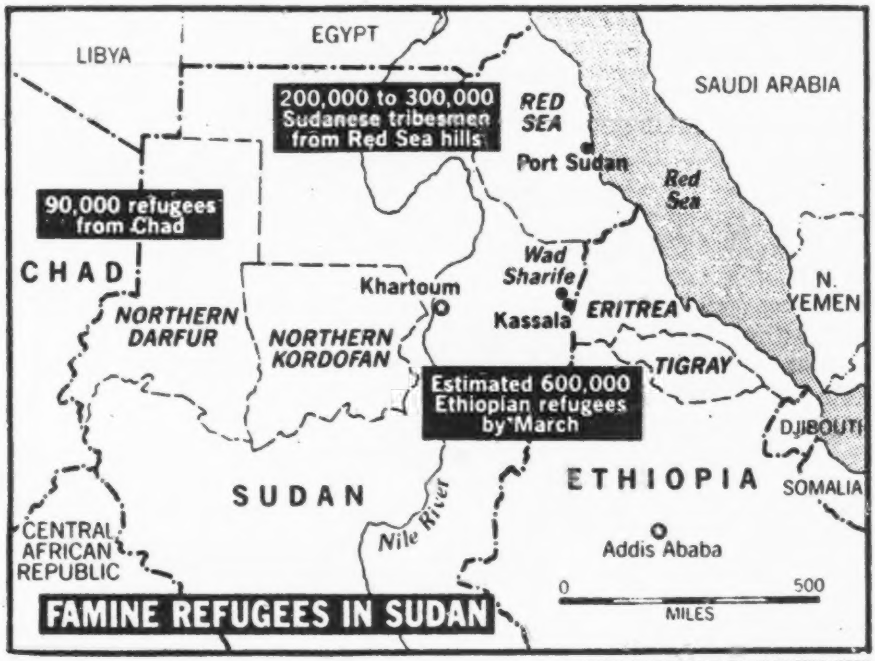
As you know, each week over the past many months thousands of Ethiopians have been pouring into Sudan trekking long distances for food and shelter. Many have lost their lives in the process, some having traveled over a month with very little food.

At the camps we visited in the Kassala area, 1,500 refugees were arriving daily.

This slide is a picture of a woman, down in the lower part of the photograph who was dying. This is the interior of a typical in the camp; a very meager shelter against the huge dust storms and sweltering heat. People in this country are frequently deaf, and deafness is almost regarded as something which is inevitable. This woman here was just lying there. She was right on the perimeter of the camp. The medical center is about 1 mile into the interior of the camp. We took this woman and her child above to the medical center where she received help. You couldn't even tell she was a woman at the time. I thought it was a young child when I first saw her.

Over 250,000 Ethiopians have entered Sudan since last December and another 250,000 will likely arrive in the coming months unless food can reach the isolated areas of northern Ethiopia.

[Ethiopian Refugees]


LIBYA
EGYPT
200,000 to 300,000 Sudanese tribesmen from Red Sea hills
RED SEA
SAUDI ARABIA
Port Sudan
Red Sea
90,000 refugees from Chad
CHAD
Wad Sharife
Khartoum
N. YEMEN
NORTHERN DARFUR
NORTHERN KORDOFAN
Kassala
ERITREA
TIGRAY
Estimated 600,000 Ethiopian refugees by March
DJIBOUTI
ETHIOPIA
SOMALIA
SUDAN
Nile River
CENTRAL AFRICAN REPUBLIC
Addis Ababa
0
500
MILES
FAMINE REFUGEES IN SUDAN

BY BRAD WYE FOR THE WASHINGTON POST

Senator Kennedy. The last photograph shows many of the children are nursed by their mothers until they are up to 3 years old. Many of the children that came in we had to teach how to spoon feed. This is an example of how the children would literally be fighting you off with their arms and legs against taking the food. It is a completely foreign idea to those children who have been breast-fed for so long.

This photo illustrates that it takes up to three people to feed a child. The mother will have to hold the nose and force the child to swallow. Some of the kids that were in the camp after having been there for a 2- or 3-week period were already starting to drink the porridge themselves, but this child who was a new arrival hasn't gotten used to taking the food. Many children literally had to be force-fed.

The current reports indicate that in the Wad Sharife camp alone, the population has doubled in size since October, yet U.N. food supplies are still based on the outdated October figure.

This photograph here illustrates a pump boring holes for water. You have to remember it hasn't really rained in the last 3 years in this region. You have to drill about 90 to 100 feet to tap water which is often undrinkable because of the salinity content. Most of the water is brought in by tanker, much like a gas transport tanker in this country.

In the early morning you can see people lining up for the water but not as much in this particular camp that we were in where there were 2 wells to service 30,000 people. They have the machinery there. We asked them if they were going to bore more holes and they said they weren't going to for some reason. Water is just as much a rare commodity as food is—a particularly harsh reality in that part of the world. Five thousand refugees are now at risk and 50 are dying every day, double the number when we were there in December. New arrivals in this camp alone have reached a level of 400 to 500 people in a day and another 2,500 a day for all of eastern Sudan. Conditions in a new camp in Kassala are reported to be even worse. These slides are from central Sudan where the famine is less severe and the most hopeful sign we saw was the innovative program by AID to feed people in their own villages and revive their agriculture. This is a photograph of my sister and I passing out milk which is carefully rationed to the different victims in the camp. I think this aid program is important because it keeps the people in their own villages. Many of these people who flee into the camps have eaten their seeds which were to be used in next year's planting. If the planting season is going to begin again, and if the people are not on their land or without seeds they will not be able to plant next year's harvest even if the rains do return. The efforts to feed the people in their own villages are really crucial.

The problems of implementing this program are immense. The roads are very difficult to cross. But the alternative is clearly worse—a massive famine in Sudan that could soon rival the horror of the current famine we saw in Ethiopia.

Again, if the Sudanese people cannot obtain food, they will leave their homes and flee to the towns and cities, abandoning the country, and abandoning any hope for the next harvest.

[End of slide presentation].

Ms. KENNEDY. One other point, Mr. Chairman, I worked in a nutrition center for a couple of days. I measured children and weighed the children and the way they made sure that these children got food, they would have to gain weight in order to get their next supply. These people had been on the program for about 1 month; they came down from the villages to pick up supplies. If the children didn't gain weight, they would not get their ration. Maybe the mothers would feed a couple of others in the family, but they had to feed the child.

Senator SIMPSON. I have read your comments on that. It is an exceedingly harsh and appalling part of the quandry.

I appreciate your comments very much.

Let me now hear Mr. Wise and Mr. Kingham's presentations and then we will have some questions and a little further sharing of information. Could I hear now from you, Mr. Wise, and Mr. Kingham?

Senator KENNEDY. Mr. Chairman, I would just like to complete my statement if I could, and make a very brief comment.

First of all, I think that these pictures, if looked at in context are really quite revealing. One is the extraordinary devastation to human life that the first pictures revealed—where many of these refugees were not getting help and assistance and the death rate and infant mortality and disease rate was dramatic.

Second, we saw voluntary agency people there that were enormously brave and courageous, the real heroes of the time, the profile in courage winners—the people working in those supplemental milk-feeding programs. So we can see on the one hand where no attention is given to these children and wholesale death. We see next where they are getting the fortified food and see the light and smiles in the children's eyes. We see the Sister out in Jijiga where they are ahead of the curve and dealing with the emergency, and we saw the imaginative feeding program in Sudan. We ought to give broad support to this effort of reaching out to keep the families in their villages to be sure they will be there at the next harvest time.

I would just like to make a couple of additional comments.

The drought in Ethiopia and Sudan is the worst in this century. The rains began to fail 2 years ago, and there was essentially no rainfall at all in 1984. Although soil erosion, overgrazing, deforestation, and poor agriculture practices have also contributed to the creation of desert conditions in the once fertile areas of northern Ethiopia, there is no question that today's severe drought is the primary source of the current tragedy. This year, rural Ethiopia simply had no reserves of food to fall back on.

FAMINE IN MODERN HISTORY [1]

	Illness and deaths
1943 Great Bengal famine	1.5 million deaths.
1968–69 Biafra	5 million affected, 75,000 deaths.
1971–72 Bangladesh	100,000 deaths.
1973 Sahel	100,000 deaths.
1973–74 Ethiopia	200,000 deaths.
1979 Cambodia	3.5 million affected, 100,000 deaths.
1984–85 Ethiopia/Sudan[2]	600,000 deaths to date, 8–10 million affected in Ethiopia, 5 million in Sudan.

[1] Best estimates, which are necessarily incomplete; source: Library of Congress.

[2] If the other affected countries of Africa were included with the Ethiopia/Sudan crisis, this year's total is likely to be over 1 million famine-related deaths.

Some experts, including UNICEF and the U.S. Food and Agriculture Organization, had predicted the disaster as early as the beginning of 1984. But the international community failed to take the initial warnings seriously, in part because of the lack of urgency conveyed by the Ethiopian Government itself.

For the past 4 months, however, a massive international relief effort has been underway. America can be proud of what it has done so far. The United States is the leading contributor, and President Reagan and the administration deserve credit for their strong response. We are providing over half of Ethiopia's food requirements at the present time, despite our foreign policy differences with the Ethiopian Government. It is in America's best tradition not to use food or humanitarian assistance as a weapon, and we can be proud that we are not doing so today in Ethiopia.

Obviously, much more assistance is needed. The shortfall in grain production was 1.5 million tons in Ethiopia last year, and only half of the gap has been closed so far. At the present time, it is estimated that Ethiopia will run out of food by the end of March. Approximately 1,000 tons of relief supplies are needed to feed 100,000 people a month. With 4 million people in need in Ethiopia alone, 40,000 tons of supplies are required each month—yet only a month's supply has been pledged beyond the end of February.

The most immediate need—greater even than the need for additional food—is to open mercy corridors into the northern provinces, so that international food convoys can bring supplies to victims in areas cut off from relief. The corridor concept is less far reaching than a food truce, which has been rejected by the Ethiopian Government. Mercy corridors are a feasible response to save lives without seriously tilting the political balance in the rebel areas; they could be established in specific regions for specific periods along specific routes, under the auspices and flag of the United Nations or the International Red Cross—both of whom stand ready to undertake the task.

Together with the U.N., our European allies, and other African nations, the United States should mobilize its diplomacy to establish mercy corridors as soon as possible. The Secretary-General of the United Nations should name a high-level diplomat to facilitate the effort.

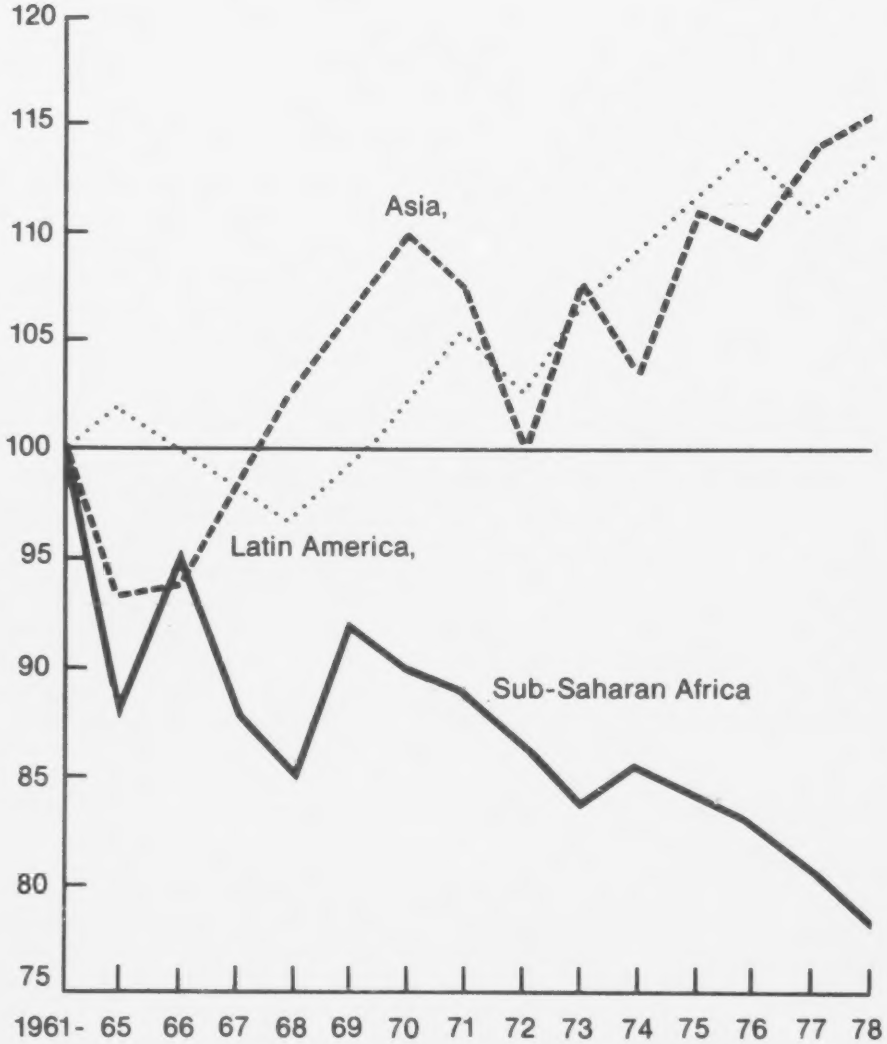
Above all, we should challenge the Soviet Union to insist that the Marxist Ethiopian Government grant permission for the establishment of these lifesaving mercy corridors. Without Soviet pressure, Ethiopia may continue to refuse to accept these corridors, and 1 million children may die—even though food is only a few miles and a single government decision away.

Mr. Chairman, I have just a few recommendations of what the emergency needs are and how we can deal with them, and then let me just make some comments about the long-term prospects.

For the long term, the central challenge is whether Ethiopia, Sudan, and other nations now suffering recurrent drought and famine in Africa can ever feed themselves again. Two decades ago, the same question was posed—and answered affirmatively—in Asia. In the 1960's, the United States acted to avert repeated famine in India, and today India feeds itself. Even in the Sahel, the previous flashpoint for famine in Africa in the 1970's and early 1980's, serious problems continue, but several nations are making steady progress.

The lesson of past experience is that a self-sustaining future for nations dealing with drought and famine is possible only through agricultural reform. In recent years, per capita food production has been rising steadily in Asia and Latin America, but it is sharply down in Africa, as this chart shows. Unless this basic trend is reversed, there will be no long-term progress. There is hope for Ethiopia and Sudan and other hard-hit nations if the United States and the West are willing to help—not just today, but tomorrow too.

Index of Food Production per Capita (% of 1960-65 average)



source: USDA, *Food Problems and Prospects in Sub-Saharan Africa, 1981*

While more assistance is obviously needed to meet the current emergency, more alone is not enough. For example, to the greatest extent possible, food must be fortified to provide the maximum help for the children in intensive feeding programs. At the present time, not enough CSM—corn-soy meal—and other special food products are available, and their shortage is costing lives.

Total U.S. emergency food aid for Africa so far this fiscal year is over $350 million, plus another $17.1 million from the foreign disaster assistance account, and $1.4 million from the State Department's refugee account, for a total of $368.5 million just for the emergency effort.

I support the administration's effort to move expeditiously on an urgent supplemental appropriations bill for famine relief in Africa. There is now broad agreement that we will need to provide an additional 200,000 metric tons of Public Law 480 commodities in this fiscal year, at a value of approximately $400 million, if we are to meet our goal of providing 50 percent of the emergency food needs in Africa. If we add funds for transportation and rehabilitation, as well as for disaster assistance and emergency refugee relief, the total amount needed in the supplemental appropriations bill will be approximately $700 million.

The exact dollar level is difficult to establish, given the changing needs in the field, and that is, why I support an appropriations bill that will give the administration flexibility in responding to the humanitarian needs of refugees and famine victims in Africa.

The more important point is for us to agree that, whatever the precise figure, it is the beginning and not the end of our relief effort. America has been extraordinarily generous since last autumn, when the depth of the crisis in Ethiopia became apparent in the West. We can all be proud of the unprecedented outpouring of support from the American people to the voluntary and church agencies. In many respects, the people are ahead of the Government in urging increased aid to Africa, and I hope that we can agree on a bipartisan relief program that provides the maximum feasible assistance.

Mr. Chairman, as I have indicated, the key to avoiding future famines, and to minimizing the effect of droughts when they do occur, is to pursue broad agricultural reforms. Ultimately, the African nations themselves must make a commitment to reform. However, they can do so only if they obtain help from other countries. The United States should make clear that it is ready to respond generously to nations that pursue reforms, and to reward them with additional assistance.

Unfortunately, many governments still maintain economic and agricultural policies that favor urban consumers to the detriment of rural farmers. Prices paid to farmers are kept artificially low. Currencies are inflated, and with loans from abroad, urban citizens are able to purchase inexpensive foods and goods from overseas at the expense of their own farmers. Sometimes cash crops have been promoted to support food imports at the expense of domestic crops. It will take political courage for any of these nations to reverse their polices, but we should be prepared to help those that begin the effort.

With limited foreign aid resources, the United States can best encourage agricultural development in Africa by emphasizing a few long-term projects that hold out the promise of fundamental reform, rather than numerous small, short-term programs scattered among many countries.

The U.S. Foreign Assistance Act currently requires that 40 percent of our aid must be used to meet the basic human needs of the poorest nations. I believe the time has come to amend that mandate to make clear that basic human needs includes aid to assist those nations to increase their food production. Agriculture development must be one of the central objectives of our future basic human needs foriegn assistance strategy.

In developing a long-term strategy, we must apply the lessons of the past decade's effort in the Sahel. Since 1973, we have supported aid to overcome persistent drought and hunger in this region, which is still threatened with serious malnutrition in many areas. While there has been progress in some countries, we need to ask why, after all our efforts, so little has changed in other countries.

No such public review has been undertaken, and I urge the subcommittee to ask the Office of Technology Assessment in collaboration with the National Academy of Sciences and its committee on the Sahel, to review the implementation of the Sahel drought fund and U.S. programs in that region, in order to learn what the program accomplished and where it missed the mark. As we carry out an emergency relief effort in Ethiopia and Sudan and the other nations in Africa, we must also begin more effective planning for the long term, in order to avert future famines in the area. Drawing on the Sahel experience, AID and the international community can do a better job not only in providing emergency relief for the present famine, but in preventing a similar emergency in the future.

There is widespread agreement that the best method to increase food production in Africa is to strengthen rural farmers, who are frequently neglected or ignored in current government programs and agricultural extension services. Last week, for example, the Office of Technology Assessment released a study concluding that farmers and herders with little access to economic and natural resources hold the key to increasing food production in Africa. As the OTA report notes, we must help promote technologies in Africa that are low risk, resource-conserving, small-scale, and adapted to local labor conditions, and which are consistent with traditional agricultural methods. In Sudan we were told by many officials that they now plan to rely less on large-scale irrigation schemes as their primary hope for increased food production, and to emphasize instead improved strategies for enhancing rain-fed agriculture by small farmers.

The OTA report also confirms a point made to me repeatedly during our trip—that women in Africa contribute the most to the labor and management of food production, yet they receive few or no services from governments or outside assistance. As the report notes, women represent some of the most overworked and undersupported and, in most cases, some of the poorest of the rural population. Providing assistance to women farmers and herders is crucial to increasing African food production. Women deserve greater priority in training programs, extension services, health care, education, and other aid, and Congress should ensure that this priority is met.

It is obvious in Ethiopia, Sudan, and vast areas of Africa that there has been devastating environmental pressure on the land for many years, and that, apart from drought, widespread degradation of agricultural areas has occurred because of deforestation, overgrazing, and loss of soil fertility. Environmental factors, and a close monitoring of environmental changes, must receive greater weight in the design and implementation of development programs.

We should provide special help to governments which have acknowledged their environmental problems. For example, Ethiopia has embarked upon an effort to cut in half the number of certain livestock in the countryside, particularly goats, which far exceed their needs, and which are the principal sources of overgrazing in rural areas. Similarly, Sudan now recognizes that reforestation must be given a higher priority in its development plans.

The Second International Conference on Assistance to Refugees in Africa [ICARA II] was held last year to followup the focus of the 1981 conference on emergency needs in Africa, and to develop longer term programs to help Africa countries cope with the impact of large refugee populations.

Several nations which have traditionally been open and generous to refugees now feel a backlash from their own population because of the adverse impact of large numbers of refugees arriving in their communities. The goal of ICARA II was to marshal international support to help these countries deal with the effects of these refugee movements.

Nowhere is this problem more serious today than in Sudan. In Kassala, local officials quietly told me of their deep concerns about the influx of refugees from Ethiopia into Sudan. The burden of accepting large numbers of refugees for long periods of time is felt most by the local population, particularly in the poorest regions. Refugees create strains on roads, hospitals, schools, and other limited government services, and they can adversely affect the land itself—particularly in regions also suffering from drought.

It is important that we make funds available in our current assistance program to support some of the most urgent rehabilitation projects developed by ICARA II. A reasonable step would be to obligate up to $25 million for this purpose in the current fiscal year, with additional amounts included in the regular AID appropriations.

Finally, I would just say, Mr. Chairman, that as I indicated earlier, Senator Kasten and I have introduced, a bill which hopefully will have strong bipartisan support, and perhaps your attention and support, which will provide in the supplemental appropriations an open-end funding for African famine relief. We do not want to get into the situation where there appears to be one group in Congress caring more about refugees because they were asking for more dollars. We should have the funding that is necessary. It is difficult to make an exact estimate on that. Our bill is for a 2-year period and to have an open-ended program. It is very unique, a very special approach to the problem, but this is a special and unique problem.

It gives the flexibility to AID in terms of meeting the growing needs. I think what is being done by this administration and President Reagan at the present time, is responsive to the problems that we are facing at this time. I think there has been demonstrated good faith by the administration in dealing with this issue. It is a continuing one, an evolving one, and demands our best judgments on the changing needs.

Second, we are providing help and assistance for the transportation of foods. We did that before in Southeast Asia and it is an important and essential element if we are going to assure the contributions given by millions of children and older people picked up on Sundays in church—to make certain that that money is going to be maximized by providing Federal assistance for the movement and transportation both across the seas and internally. That is very much needed by the voluntary agency and we provide help and assistance on that.

Third, it provides for basic agricultural rehabilitation. We saw earlier a picture of a drilling of a well. We visited camps where they did not have water, and having water is as essential as having food. Because existing legislation has prohibited us in giving Ethiopia any aid for the drilling for water, our bill provides new flexibility for that.

In conclusion, Mr. Chairman, we returned from our distressing experience in Ethiopia and Sudan with a clear conviction that much more can be done within the constraints of the programs currently being carried out by the United States, the United Nations, and private relief organizations. Despite the enormous suffering and adversity, there is a strong sense of dignity, pride, and hope among the millions of people afflicted by the famine in Ethiopia and Sudan and other hard-hit nations of Africa. The need for help is still urgent. I cannot emphasize enough that millions of lives are at stake, and that the actions we take today mean that thousands will live tomorrow. Americans have been moved to action at every level by this human tragedy, and what we do in the days and weeks to come will determine how many of the millions of innocent victims can still be saved.

I thank the chairman.

Senator SIMPSON. I appreciate that. I will take a careful look at your bill. I am sure it is a thoughtful approach. I am intrigued by the concept of the open-ended aspect of it. I know you and Senator Kasten announced that this morning. I certainly will review it carefully. You have a very good basis, as you and I both know, for working in this area. As former chairman of this subcommittee for many years and now as ranking member, you have an excellent point when you say we must watch out for those situations where the one who asks for the most money may indicate they care more than the others. We know that is not the case because there are bureaucracies in the voluntary agencies which are similar to the bureaucracies in the U.S. Government, I have found. I appreciate that very much and I assure you it will have my very careful attention.

Mr. Wise.

Mr. WISE. I am pleased to have this opportunity to appear before you today, as I was also pleased to have the opportunity to join

Senator Kennedy in visiting the famine areas of Sudan and Ethiopia.

I want to commend the Senator for his initiative for involving the private section in this fact finding efforts. I am speaking not only as a representative of a major U.S. food manufacturer but also as a former member of an American voluntary agency with 12 years overseas field experience.

I would like to submit my entire statement for the record but, this morning, I will focus my remarks on the issues of the kinds of food we should be supplying to Ethiopia and Sudan at this time.

Mr. Chairman, whole grain imports alone are not sufficient to meet famine needs. In normal times, under normal conditions, with people remaining in their villages, perhaps this would be so. But once a situation has arisen where people are forced by famine to abandon their villages, sell their livestock, and take refuge in urban areas, along roadside, or in organized relief camps, then supplemental, processed, enriched foods must also be provided. Let me highlight some of the reasons for asking that the U.S. Government concentrate on the supply of processed, fortified foods.

People arriving in camps are malnourished and often sick. Their arrival at a camp site has been preceded by a walk of 1 to 10 days over rugged country. The children in particular are in a severely depleted nutritional state, and they are in need of concentrated doses of high protein, high-calorie supplemental foods.

With the scarcity of fuel for cooking and the scarcity of water, it is desirable to provide a food that takes minimal preparation. The fact that these people have few utensils with which to prepare food adds emphasis to the need for products that are processed and perhaps partially precooked.

Given the rugged terrain over which commodities must be moved to reach these camps, the general lack of transport, and the security problems relative to the civil war, it is understandable that the food pipeline is often tenuous and sporadic. Great concern has been shown by the voluntary agencies over keeping this pipeline adequately stocked with food. Under these conditions, it would make eminent sense to concentrate on high-protein, high-calorie food commodities which will give more nutritional impact per pound of food delivered than that supplied by whole grains.

With delivery costs from the foreign port to the feeding centers identical for all foodstuffs, the cost per gram of protein can be halved by the provision of blended foods, such as CSM, in contrast to the provision of whole grains, such as sorghum.

Processed, soy-fortified cereals provide a higher quality protein than do whole grains. This means not only is more protein available with soy-fortified products but the body can utilize more of this protein because it has a more complete amino acid profile.

The United States has developed a range of processed, fortified cereals for use in the Food for Peace Program, Public Law 480, title II. This country is unique in this ability to provide such foods quickly and in quantity. No other international donor can supply such products, although many other countries can supply whole grains. Consequently, because of this unique position, and because of the need for such products, I believe that U.S. food contributions to this African famine problem should emphasize these high-protein, processed foods which have worked so well under Public Law 480 sponsorship for the past 20 years.

Voluntary agencies, the Red Cross, the United Nations High Commission for Refugees, are familiar with these fortified foods, and they are providing the necessary infrastructure and distribution channels to effectively use them. I believe additional steps should be taken to inform relief and procurement officials in the affected countries that we have such a range of processed foods which have specifically been developed for such emergency situations.

Small children are most vulnerable to the ravages of famine and disease. The majority of deaths in refugee camps concern children under the age of 16. To give these children adequate nutrition, they should be provided with enriched foods.

An illustration of such a blended food is one product that was developed in the 1960's to meet emergency and chronic nutritional problems. The product is called CSM—a corn, soya, milk combination—enriched with vitamins and minerals, which provides 20 percent high-quality protein and 380 calories per 100 grams of product. CSM has a protein efficiency ratio of 2.4 and an essential amino acid profile following suggested FAO-WHO guidelines. The product is easily digestible and can be locally flavored at the preparation site to meet indigenous preferences. This is but one of a battery of processed commodities with corn, sorghum, and wheat bases which could be made available quickly by U.S. industry, should Government or private funds be made available for their production.

Thank you, Mr. Chairman, for this opportunity to present my recommendations. I know I join millions of Americans expressing my support for greater action by the United States in in support of the international relief effort now underway in Africa.

Senator SIMPSON. Thank you, Mr. Wise, your full statement will be made part of the record.

[Mr. Wise's statement follows:]

PREPARED STATEMENT OF JOHN M. WISE

My visit to relief camps in Ethiopia reinforce previous impressions from the press and from TV concerning the dire plight of the people in this drought-striken, war-torn country. Although statistics are variable, and constantly changing from week to week, I believe it is accurate to state that:

Ethiopia is suffering from the worst drought in the past eighty years;

Over 7 million people are affected by the drought and this figure will rise dramatically as we move through 1985;

Food and water supplies remain in critical, short supply;

Lack of transport remains a critical problem in getting supplies to the people in need;

From the period December 19-22, 1984, I visited relief camp sites in Makele, Maychew, Bati, and Jijiga as part of the Kennedy delegation. Camp sites were crowded, and people were continuing to arrive hungry and destitute, their only possessions were what they wore or could carry, their only hope to receive assistance from international relief agencies. Although progress had been made in assisting those fleeing their villages—and we were impressed with the dedication and work done by U.S. and European relief agencies, by the International Red Cross, and by the U.N. High Commission for Refugees—we still found:

A death rate in two camps of over 50 people per day;

More people living in the open, with no shelter, than living in tents;

An unknown number of people unregistered and uncounted, living outside the designated camps;

A food pipeline which remains precarious and is continually threatened by interruptions;

A consensus from several agencies that the current death rate due to famine and disease was at least 20,000 persons per week;

It should be noted that all relief camps are situated near major towns or major roads. Very little information is available as to conditions in the hinterland, but one can guess if people are fleeing from their villages, famine conditions in the countryside are indeed severe.

The precarious condition found in camps is illustrated by a briefing from the Red Cross at the camp site visited in Bati. In this camp there were over 22,000 people being assisted, of which almost 6,000 were children in intensive and supplemental feeding programs. The camp had a staff of 274 persons; 2 were doctors, 7 were nurses, and 32 were grave diggers.

The Ethiopian Government has estimated that they will have a shortfall of food this year amounting to 1,300,000 m.t. International donors will be called upon to assist in meeting this deficit. Although cereals—specifically sorghum and wheat—will form a central core of this request for food, our visit to these camps brought out the fact that processed, fortified cereals must also be supplied, and supplied in quantity. The reasons for supplying processed commodities are various and compelling:

1. People arriving in camps are malnourished and often sick. Their arrival at a camp site has been preceeded by a walk of one to ten days over rugged country. The children in particular are in a severely depleted nutritional condition, and they are in need of concentrated doses of high protein, high calorie supplemental foods.

2. With the scarcity of fuel for cooking, and of water, it is desirable to provide a food which takes minimal preparation. The fact that these people have few utensils with which to prepare, food adds emphasis to the need for products which are processed, and perhaps partially precooked.

3. Given the rugged terrain over which commodities must be moved to reach these camps, the general lack of transport, and the security problems due to the civil war, it is understandable that the food pipeline is often tenuous and sporadic. Great concern has been shown by the voluntary agencies over keeping the pipeline adequately stocked with food. Under these conditions, it would make eminent sense to concentrate on the supply of high protein, high caloric food commodities which will give more nutritional impact per pound of food delivered than that supplied by whole grains.

4. With delivery costs from the foreign port to the feeding centers identical for all food stuffs, the cost per gram of protein can be halved by the provision of blended foods, such as CSM, in contrast to the provision of whole grains, such as sorghum.

5. Processed, soy-fortified cereals provide a higher quality protein than do whole grains. This means that not only is more protein available with soy-fortified products but the body can utilize more of this protein because it has a more complete amino acid profile.

6. The United States has developed a range of processed, fortified cereals for use in the Food for Peace Program (PL-480, Title II). This country is unique in this ability to supply such foods quickly and in quantity. No other international donor can supply such products, although many other countries can provide whole grains. Consequently, because of our unique position, and because of the need for such products, I believe that U.S. food contributions to this African famine problem should emphasize these high protein, processed foods which have worked so well under PL-480 sponsorship for the past 20 years.

7. Voluntary agencies, the Red Cross and the UNHCR, are familiar with these fortified foods and they are providing the necessary infrastructure and distribution channels to effectively use them. I believe additional steps should be taken to inform relief and procurement officials in the affected countries that we have such a range of processed foods which have been specifically developed for such emergency situations.

As a footnote to the above, I would like to mention that CRS in Ethiopia has asked that only processed, fortified cereals be sent to them for programming, and no whole grains.

8. Small children are the most vulnerable to the ravages of famine and disease. The majority of deaths in refugee camps concern children under the age of 16. To give these children adequate nutrition, they should be provided with enriched foods.

An illustration of such a blended food is one product which was developed in the middle 1960's to meet emergency and chronic nutritional problems. The product is called CSM—a corn, soya, milk combination, enriched with vitamins and minerals, which provides 20% high quality protein and 380 calories per 100 grams of product. CSM has a protein efficiency ratio of 2.4 and an essential amino acid profile following suggested FAO-WHO guidelines. The product is easily digestible, and can be locally flavored at the preparation site to meet indigenous preferences. This is but one of a battery of processed commodities with corn, sorghum and wheat bases which could be made available quickly by U.S. industry should government funds be made available for their production.

Although the above comments have been specifically directed toward the situation in Ethiopia, where perhaps 300,000 persons have died due to famine and disease, the food problems in Africa are not limited to this one country. Indeed, our brief visit to the Sudan from December 23-27, also brought to our attention severe food shortages. The sudan is expecting a food shortfall of perhaps 1,100,000 to 1,800,000 m.t. In addition to this internal shortfall, the Sudanese are currently hosting refugee populations from Ethiopia, Chad, and Uganda, which places additional strains on food supplies. Assistance to these refugees must come from the international donor community. We visited camps in the Kassala area of eastern Sudan near the Ethiopian border, as well as a camp and a village in the western province of Kordofan. Problems of food distribution, and assistance infrastructure development remain critical. The Sudanese Relief Commission, and international relief agencies, are gearing up to tackle these problems.

Although the Sudanese drought has not received the publicity given to the Ethiopian famine, it is our belief that this situation in the next several months could be a repeat of the Ethiopian story unless the international community mounts an immediate compaign to head off such a disaster. Now is the time to develop an adequate relief infrastructure and a logistical pipeline to not only reach those now in camps but to provide food and services to affected villages to keep people from abandoning their homes. The international agencies are aware of these problems as is the Agency for International Development and the Sudanese Relief Commission. Due to the size of the Sudan and the lack of adequate roads, the problems and cost of relief distribution will be staggering. Such costs can only be met with government assistance.

Although the Sudan is primarily a sorghum-consuming country, and whole grain will undoubtedly play a central role in food relief operations, processed, fortified foods can be usefully incorporated in organized, camp feeding operations. The reasons given in support of supplying processed cereals to displaced people and refugees in the Sudan are similar to those mentioned earlier for Ethiopia. A soy-fortified sorghum product available under PL-480, as well as CSM, would be ideal for camp use.

Although much has been done to assist drought victims in the Sudan, much remains to be done. One of our most vivid impressions was gathered on Christmas day as we met refugees who had been walking for one month to escape the drought in northern Ethiopia. Their arrival in Sudan on Christmas, a day we in the U.S. most associate with sharing and giving, coincided with the depletion of food stocks at the Tekl el Baab camp. One can imagine the despair, after 30 days of struggle, to finally arrive at the "promised land" only to discover that the food bowl was empty.

In closing, I would like to commend to you the work being done in Ethiopia and the Sudan by voluntary agency personnel, by field staff from the International Committee of the Red Cross and the U.S. High Commission for Refugees, by USAID and Embassy personnel, and by host government relief commission employees. Their work is intense and selfless and wearing. They are in need of backing and assistance from the U.S. Government, and other donor governments, in order to mitigate the devastating effects of this famine. This is indeed a situation where lives can literally be saved by timely and generous support.

Given the above, we would urge that the United States response to this African famine continue to be swift, generous and sympathetic. To keep food pipelines adequately filled, action must be taken immediately to secure supplemental appropriations to cover these needs.

Mr. KINGHAM. Mr. Chairman, I won't repeat the description that has been so eloquently given and shown of the staggering nature of this tragedy except to point out in the 18 years that I have been working and living and traveling in developing countries, I have seen a lot of poverty, but I have never seen a people whose plight is so desperate as these. I accompanied the Senator to Ethiopia, so my comments pertain to that situation.

I am not a physician although I have spent some 12 years now with the pharmaceutical industry. My task was to review the medical needs of the famine victims who made it to the relief camps and their needs for medicines. I interviewed doctors and other health workers, the various PVO's in the field and the several international agencies, and UN agencies.

One must understand that, even in the best of times, most of these people would not have access to adequate medical care because, like most developing countries, Ethiopia does not have the infrastructure to deliver it.

The priority needs of those in the camps are food, clean water, shelter, and sanitation facilities. As is generally true in the developing world, their health problems are largely due to inadequacies in these areas. Unless these needs are met, medicines can only ease the suffering but they cannot break the vicious cycle.

The prevalent health problems in the camps as I discerned from my interviews are terribly compounded by the disproportionate number of children in refugees camp. They include respiratory infections, amoebiasis, diarrheal diseases, dysentary, typhoid, measles and malaria.

The Ethiopian Government Relief Commission and UNICEF provided me with lists of priority pharmaceutical requirements. The lists number 35 to 40 products and largely overlap. They include antibiotics, analgesis, antiparasitics, antimalarials, vaccines, dermatologicals, oral rehydration salts, large volume parenterals, and vitamins. I should point out to the subcommittee that several products on these lists are either not approved by the U.S. Food and Drug Administration or are approved here for uses more restricted than that intended in Ethiopia. Health conditions are, of course, substantially different in Ethiopia than they are here. This situation underscores the need for legislation we will be seeking in this Congress to permit the export from the United States of drugs not approved by the FDA if they are requested by a foreign government.

Our member companies long before my trip to Ethiopia already had been donating generously to private voluntary organizations serving the famine victims. An informal survey of 9 of the largest of our 120 member companies indicates that medicines contributed by these 9 have totaled about $4 million in value.

Nevertheless, because of the enormity of this tragedy, our association has established a special Africa Pharmaceutical Relief Committee. Its purpose will be to coordinate and channel donations by our member companies. I have made a list of priority needs. It numbers some 68 products and we have sent that to all of our members, and we have made arrangements for MAP International, a charitable organization which specializes in pharmaceutical assistance, to collect contributions and distribute them among the various relief agencies in Ethiopia and other affected countries. I am confident that, based on my past experience with them, our members will respond generously.

In closing, I would like to personally thank Senator Kennedy for having invited me and the Pharmaceutical Manufacturers Association to participate in his delegation and thank you, Mr. Chairman, for inviting me to appear today.

Senator SIMPSON. Thank you very much, Mr. Kingham. Your statement will also be made part of the record.

[Mr. Kingham's statement follows:]

PREPARED STATEMENT OF JAY J. KINGHAM

My name is Jay Kingham, Vice President for International Affairs of the Pharmaceutical Manufacturers Association. I accompanied Senator Kennedy during his visit to Ethiopia.

No compassionate human being could witness this tragedy without being profoundly affected. While I am no stranger to Third World poverty, during my 18 years of experience in developing countries I have never seen a people whose plight is so desperate as these. The enormmity of the problem is overwhelming, precisely because the solutions are so elusive. Of the millions suffering from famine, many are likely to remain beyond the reach of assistance because of the geographic, logistic and political constraints that make provision of aid difficult.

While I an not a physician, my task during our visit was to review the medical needs of famine victims who are fortunate enough to make it to the relief camps, and especially their needs for pharmaceuticals. I interviewed doctors and other health workers with the government, voluntary organizations and international agencies. One must understand that even in the best of times most of these people would not have access to adequate medical care. Like most developing countries, Ethiopia does not have an infrastructure to deliver it.

The priority needs of those in the camps are food, clean water, shelter and sanitation facilities. As is generally true in the developing world, their health problems are largely due to inadequacies in these areas. Unless these needs are met medicine can only ease the suffering but they cannot break the cycle.

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In conclusion, I would like to thank Senator Kennedy for inviting the Pharmaceutical Manufacturers Association to participate in his delegation and the Subcommittee for inviting us to appear today.

Senator SIMPSON. I do have some questions to address to the panel.

I think one of the principal ones is this: As you see the situation, Ted, what are the chief obstacles that you see to the relief effort there? In other words, we get the full pattern of the Marxist government, the civil war, and the logistical problems, but what do you think we and others could do to break through these obstructions, these logjams in this situation?

Senator KENNEDY. Mr. Chairman, all of those you have identified, I think, have contributed to the problem. The international community was slow in responding to the problem. This was due to a number of reasons and there is enough blame to go around. I could give my own thoughts on it, but I don't think that this would be that useful at this time.

I am more interested in what we are going to do in the future. What does matter in terms of the future is, one, the fact that there continues to be in Ethiopia insurrections in the northern part of that country which does inhibit food from reaching the people. There is the shortage of food, the underestimation of the amount of food that would be necessary. There is an extraordinary problem in terms of distribution and transportation. Many of these communities, even though they are close in proximity, are distant in the sense that there are very few roads in that part of the world and severe logistical limitations.

There is the obvious problem of the shortage of rain. It was mentioned earlier there has not been sufficient rain for 3 years. Ethiopia faced similar problems in 1973-74. You have to wonder if the rains will come back. Most of the people believe they will and, therefore, they want to be able to return to their homes eventually.

I think there is the problem of bureaucracy. We found when we visited the refugee camps in Sudan the bins were bare and yet, as I noted earlier, there was a ship in Port Sudan that had been there for 3 weeks and the Government could not decide to distribute it directly to the refugee area or have the food go through the capital city. That exists in far too many instances.

I think of the voluntary agencies that I saw in the field, the ones that we were briefed in this country before going on the trip and also in England. I think they are getting the food out to the people in an effective way. There have been reports of at least one group that collected money for the alleged purposes of helping and assisting the refugees, but which didn't get it out to the field. But that is the exception and not the rule.

At least I formed the strong impression that the established charitable organizations such as CARE, Catholic Relief Services, the National Council of Churches, Save The Children, the whole range of established agencies, about 30 of them, are active on the ground in Ethiopia doing an effective job.

So, briefly, it is the obvious problem of the shortage of grain, insurrection, bureaucracy of governments, the basic problems in transportation, critical shortages of basic needs—food, water, shelter, and medicines.

Senator **Simpson**. I did read a copy of your letter to the UN High Commissioner on Refugees. You and I have both come to know Paul Hartling and you noted your concern that they have failed to really preposition themselves for what they knew was happening. Could you elaborate just a bit there? What additional efforts would you like to see the UN agencies undertake? Do you believe that they are properly staffed and funded for their mission?

Senator **Kennedy**. As I mention in the letter, Mr. Chairman, there was a critical underestimation of the number of people coming into the Sudan. I think it is still underestimated. Almost daily, there are reports about the desperate conditions in these refugee camps. There were estimates 3 weeks ago that do not reflect the full proportion of the amount of people actually flowing into these camps. The UN High Commissioner for Refugees can do only what governments allow him to do and only to the extent he has the resources to deal with the problem.

I feel that they, like others—and, again, I am not as interested in the past as I am in the future—there was serious underestimation of the number of refugees flowing into Sudan and underestimation of the need for certain commodities. Therefore, there are now critical shortages. I think this has been both a lack of instructions from headquarters and the fact that they are catching up like other agencies are catching up to the critical needs. UNHCR has made a very important contribution in Africa and they continue to do so today. But I think quite clearly they need to have the assistance of the Secretary General and the world community to tell him that this is matter of extraordinary priority. They need to have instructions as to what the international community expects them to do. That has not been as clear, I think, as it should have been. I think there has been some blame, but I think basically it is the failure of the international community to give it emphasis, stress and priority it should have.

Senator **Simpson**. What other countries in your observations have been especially responsive to the humanitarian concerns in these famine areas? Do you have any observations?

Senator **Kennedy**. Canada has made an effective contribution. My impression from the trip was that Canada has a strong presence and important role. I think the European community, quite frankly, has been well behind the curve in responding from a governmental point of view.

I don't think that there is a European country today where voluntary contributions have been exceeded by Government involvement, not that that is necessarily always a bad indication, but I think it has been more reflective of governmental policy. As you know, they also have significant food surpluses.

Australia has also given food. I frankly think they have been slower in coming than one might expect, but certainly the European private sector and voluntary support has been truly outstanding, equal to what has happened here in the United States. But I think there has been a woeful lack of support by other governmental sources in those countries.

Senator **Simpson**. Do you perceive any response from the Eastern bloc nations or what do you see with regard to response from other Third World countries?

Senator **Kennedy**. Not in the area of food, Mr. Chairman, nor from the Soviet Union. They get their wheat from Kansas, too.

They have provided helicopters, however. Their helicopters distributed some food but, quite frankly, the Soviet Union is involved more in the resettlement program—in the movement of people from the north to other parts of the country. That is a complex and controversial issue. The people who are being resettled in so many instances are facing difficult problems. I think, as all of us know, resettlement without adequate planning, organization, resources, can be an absolute human disaster of enormous proportions. The Western press has not had access to those resettlement areas. It is a matter of enormous concern as it should be to us.

The fact is the Soviet Union is still providing the military equipment there, but they are failing to meet the human challenge.

That is something, quite frankly, Mr. Chairman, that I think we have every right to take a sense of pride in, and we have every right to point out to the world community that it is the United States that is responding to this human crisis in a way that no other country in the world is responding to and with a sense of generosity which far exceeds what any other country is doing, and we ought to challenge both our friends and adversaries around the world who speak about the matters of human concern to demonstrate their willingness to join in this undertaking.

Senator SIMPSON. Of all the groups you have observed and their care and response, which particular voluntary agency or what program did you find particularly outstanding, particularly workable, if there is such a word for this situation, or especially worthy of praise?

Senator KENNEDY. This is obviously an enormously difficult question.

Quite frankly, I think the program which was the most important and impressive was the supplemental feeding programs of reinforced foods for the children. It is the most appealing because you can see the results in a very short period of time, a matter of days, and it is the most significant and important not only for meeting immediate needs but avoiding long-term effects for the children, because it halts a deterioration with all the potential long-term implications that can come from acute nutritional shortages to children.

Having said this, I don't want to diminish the extraordinary efforts that are being made by so many of these agencies in not only dealing with the crisis situation but also the longer term. The voluntary and church agencies are providing a range of other types of support. If the children did not have those kinds of infrastructure support, then the supplemental feeding would not be as important or significant.

Senator SIMPSON. Thank you very much.

Kara, you were deeply involved with the medical programs. That was an obvious interest. Did those medical shipments and the medical equipment that you saw appear to be in sufficient supply or even appropriate to the diseases which have been described by Mr. Kingham and by you? Did they seem appropriate for that?

Ms. KENNEDY. They did seem appropriate. Obviously, it differed between the different camps. Some were measle vaccines. At one point in Bati, I believe it was, they received a shipment of needles and syringes but the needles didn't quite fit the syringes so they couldn't use them. From what we saw, they needed much more. They need more assistance and help, but those who were there were working very, very hard and inoculating many, many kids. There are a lot of preventable diseases over there, so they need many types of vaccines.

Senator SIMPSON. Ted, I know of your interest with regard to the shortage of water being as critical as the lack of food, and that is certainly so.

I was interested in another aspect of your comments that you made previously that young persons such as yourself in your age group are just not evident in this great mass of persons. Could you share with us what occurs there in that situation.

Mr. KENNEDY. Certainly, Mr. Chairman. As we pointed out earlier the predominant age group in these camps are women and young children, and there are very few men particularly young men of around my age. The reasons for this seem to lie in the fact that the women and children are first to be sent into the refugee areas while many of the men stay behind in the villages.

Many young men are also conscripted in either the Ethiopian army or in the guerrilla liberation armies that are forming in Eritrea and in Tigray. So, I think it is a combination of them staying behind and the conscription.

As we pointed out, there is a civil war going on. The hardest hit areas are Eritrea and Tigray, and this is where most of the fighting is taking place, so it is the hardest area to get food in. All these problems seem to be interrelated.

I would just like to add one personal note. I think the most distressing thing I saw over there was the death from diseases that are preventable and that do not threaten life in any other part of the world. Children are dying of exposure for want of a blanket. Children are dying with measles—something unheard of in our country. I have been aware of death in my own life and have visited many different cancer wards, so I am not unfamiliar with death and the dying. But what hurt me the most was the fact that so many of these diseases can be prevented. I really believe that the United States should take the initiative in meeting these needs. These are my personal impressions.

Senator SIMPSON. I am sure that you and Kara will pursue the course of how best to assist the Ethiopian and Sudanese drought victims.

Mr. Wise, how accurate do you consider the Ethiopian forecast of the $3 billion deficit? Do you think international aid will be able to make up that deficit?

Mr. WISE. I would say, Mr. Chairman, that is probably a fairly accurate estimate of the shortage of cereals based on the average consumption for the country. So it would be an accurate reflection of the gap between what they would need to feed everyone in the country under normal situations and what their harvest was. I think, given the severity of the famine, in addition to the cereals they say they are short of, you will have to have the supplemental foods to take care of the displaced people who have left their villages because of either the war or famine.

Senator SIMPSON. Your company has been involved in this activity for many years, has it not, with regard to protein-enriched supplements and protein fortified grains, and so on? This is your business.

Mr. WISE. That is correct.

Senator SIMPSON. You have been in it for sometime throughout the world?

Mr. WISE. That is right. The company worked with the Department of Agriculture in developing the first blended food, CSM, and we have been participating with other companies in providing Public Law 480 commodities.

Senator SIMPSON. Mr. Kingham, to what extent are the drugs without FDA approval being used in Ethiopia and being furnished by other international donors?

Mr. **Kingham**. There were several drugs requested and used by the Relief Commission of the Ethiopian Government and the Ministry of Health and also UNICEF which are not approved in the United States or are approved here for very limited uses compared to what the Ethiopians plan to use them for. The stores of pharmaceuticals there, drugs of that type were largely European and the pharmacies I visited in these camps, it appeared that the great majority of the pharmaceuticals that were there had been donated or somehow arrived from the German pharmaceutical industry.

Senator **Simpson**. I thank you very much for furnishing us this testimony. I think it will generate the very kind of effort that should be generated by our Government as to this point, and I thank you very much, Ted.

Senator **Kennedy**. Thank you, Mr. Chairman, for calling this hearing, and I would like to submit for the appendix of the hearing record, some communications I have received from some of the voluntary agencies as to their recommendations on what more needs to be done to assist in the famine relief effort.

I will provide that for the record.

[See appendix for these documents.]

Senator **Simpson**. We will proceed with the hearing.

We will now go on with the remaining panel, Peter McPherson, Administrator of the Agency for International Development, who is accompanied today by James Purcell, Assistant Secretary of State for Refugee Programs.

It is very nice to see you both and we appreciate your being here today. You may proceed.

STATEMENTS OF A PANEL CONSISTING OF M. PETER McPHERSON, ADMINISTRATOR, AGENCY FOR INTERNATIONAL DEVELOPMENT; JAMES N. PURCELL JR., ASSISTANT SECRETARY OF STATE FOR REFUGEE PROGRAMS; AND JAMES KELLY

Mr. **McPherson**. Thank you very much, Mr. Chairman.

We appreciate your having these early hearings and we certainly appreciate the personal and deep commitment Senator Kennedy has put into these efforts. His thoughts and advice have truly been very helpful.

I have with me, as well as Mr. Purcell, Mr. James Kelly, who has been the person working through our numbers, the total amount of food necessary, particularly, and I thought some questions might come up on that. Jim was the person who coordinated for AID the efforts for the drought in the early 1970's so he has had long experience with these problems.

Mr. Chairman, I have a statement I would like to have entered into the record and let me begin with a few brief comments and I obviously welcome your questions.

[The prepared statement follows:]

PREPARED STATEMENT OF M. PETER MCPHERSON

Mr. Chairman, distinguished senators, it is a pleasure to appear before this Committee today to discuss the grave problems of drought, famine and refugees which plague Africa.

America's response to the continuing emergency in Africa has been early, quick and massive. In many cases the U.S. has taken the lead in determining the need - and then has responded first and most generously, ensuring our assistance arrives on time, when it is needed. We shall continue to do so.

As you know, for more than a year now, President Reagan has been personally involved with the increasingly severe problems created by the African food emergency. A year ago, for example, he directed the preparation of a study to identify ways in which the U.S. could know and respond to emergency food situations more effectively. In July President Reagan approved and announced the changes resulting from the study. Earlier this month, when he made his statement on the African Hunger Initiative, the President commented again upon the problems in Africa and the commitment of the United States to help resolve the situation In the African Hunger Initiative statement he directed the U.S. Government's total commitment for food aid and disaster relief programs for Africa in Fiscal Year 1985 to exceed one billion dollars. The one billion dollar program will include food resources already committed to Africa this year, the channeling of other A.I.D. resources to treat the African crisis and a supplemental appropriation request of $235 million, which has now been sent to the 99th Congress.

Now and for the immediate future several million people in Africa are in mortal danger, and many millions more face a prolonged period without adequate food. The lives of millions of Africans are at risk. The drought and famine that have spread throughout the continent is of historic proportions. It is, without question, the most serious emergency Africa has faced since independence.

The drought and its impact has exacerbated a situation that was already tenuous. As a result, the U.S. and the rest of the world have been presented a dual challenge:

-- in the short term, a humanitarian challenge;

-- in the longer term, an economic development challenge.

In the short term, emergency food and non-food assistance helps deal with the immediate problems. In Fiscal Year 1985, using previously appropriated resources, and reallocation of those resources to meet emergency needs, the United States will approve more than $765 million worth of food aid and disaster relief programs in sub-Saharan Africa, almost double the previous record amount supplied to Africa last year.

The situation of many of Africa's 2.5 million refugees has become more tenuous due to the effects of drought in African asylum countries. Famine induced by drought has also increased the flow of people seeking food and relief. International organizations such as the office of the United Nations High Commissioner for Refugees (UNHCR) and the International Committee of the Red Cross (ICRC) have had to expand their programs to accommodate the growing needs of refugees and displaced persons. The United States has taken the lead in the international donor community with a generous contribution of almost $9 million to UNHCR for emergency needs of African refugees. This contribution, in addition to the $42 million which the U.S. pledged in October to UNHCR's Africa programs, provides $6 million for UNHCR's expanded Africa requirements, $2.2 million for in-kind contributions for relief of Ethiopian refugees in eastern Sudan and $476,000 in Sudanese pounds for local purchases of food in Sudan for Ethiopian refugees. Within 48 hours of issuance of the UNHCR appeal for newly arrived Ethiopian refugees in Sudan the U.S. had an airlift of relief supplies underway.

The U.S. has already pledged $11.5 million to ICRC's Africa program. We intend to contribute more to help the ICRC continue its important emergency relief work in Africa.

As large as the relief efforts and food assistance have been, however, the resources will be insufficient to meet what we would like to do in response to the overwhelming humanitarian needs on the continent. More emergency food and non-food aid is needed and that is why the Administration is asking for a supplemental appropriation of $235 million. The funds will permit additional emergency food and non-food assistance programs, as well as replenish the President's Emergency Refugee and Migration Assistance Fund.

In the longer term, A.I.D.'s agricultural strategy for Africa has three principal elements to help bring about a Green Revolution on that continent:

a. policy reform,

b. agricultural production and research,

c. human resource and institutional development.

Taken together, I believe these activities, with the cooperation of the donor community and the countries of Africa, point the way toward a more lasting solution to Africa's current and vexing problem of providing adequate food for its people.

* * *

The emergency response from the United States has been impressive. In Fiscal Year 1984 the U.S. approved $200 million of emergency assistance, including more than 500,000 metric tons of emergency food aid. Both amounts were a record for Africa in a single year. Total food aid to Africa from the United States was more than 1.4 million metric tons, also a record.

America's response to Africa's current crisis has been not only significantly faster but also larger than any other donor or institution. This is because, inter alia, A.I.D. has more people on the ground in most countries in Africa. As a matter of course our A.I.D. missions analyze and report to us on a wide range of matters, including progress of the rainy season, the state of the harvest and food needs and availabilities. I am convinced our understanding and analysis of the situation in each of the countries at risk is as careful and thoughtful as possible, given the constraints under which we operate. Consequently, I believe A.I.D. knows as much - if not more - about the emergency situation in each country as any donor. All of our information, naturally, is shared widely - with the host country, interested donors and other groups. We also review continually, both in the field and here, our understanding of the situation. A.I.D.'s goal is to be able to respond quickly, decisively and in an appropriate fashion to each situation. In effect to contain and eliminate the emergency (once identified) as soon as possible.

The world now is more aware of the dimensions of the emergency situation in Africa. This is, in part, because some governments are now permitting and encouraging media visits to previously hard-to-reach drought stricken areas.

The emergency situation in Africa is worse than last year. More people are suffering than before. Several new and populous countries (Sudan and Kenya), ones that were not affected last year, have been added to the danger list, and because the situation in Ethiopia in particular has deteriorated. As a result, our emergency food and non-food aid has already dramatically surpassed last year's record levels. By the middle of January, barely over one quarter of the way through Fiscal Year 1985, about $370 million of emergency assistance programs had already been approved. Of this amount $348 million was in emergency food aid and the remainder non-food emergency assistance through the Office of U.S. Foreign Disaster Assistance and the State Department's Bureau for Refugee Programs.

More assistance from the U.S. and other donors is needed, however, and more must be provided. Our analysis makes it clear that the current crisis will - at a minimum - continue well into next year. In a number of countries, particularly

Ethiopia and Sudan, it is quite possible many millions will continue to suffer for the next several years.

*   *   *

Resource Requirements

As the President announced on January 3, it is necessary to request a supplemental appropriation for more food, non-food and emergency refugee assistance programs if the U.S. is to continue to deliver emergency relief on a timely basis. The Administration will use existing resources and authorities to meet part of these additional food aid requirements:

-- $90 million has been transferred for emergency food aid from unallocated Title I resources;

-- Over $50 million in Section 416 dairy donations will be provided to African countries this year; and

-- The Administration, for the first time, has used the Kasten authority to purchase wheat (for emergency feeding) from the Commodity Credit Corporation (CCC) at a discount.

The Administration has submitted a request for a supplemental appropriation of $235 million. Given current funding availabilities and emergency needs in Africa, it is absolutely imperative the supplemental request be approved immediately, no later than early March 1985. This will permit us to continue to deliver relief goods to suffering people when they are needed.

The request will be divided as follows ($ millions):

a. Increase in PL-480 Title II emergency funds	$185.0
b. Increase in funds available to the Office of U.S. Foreign Disaster Assistance	25.0
c. Replenishment of the Emergency Refugee and Migration Assistance Fund	25.0
Total	$235.0

FOOD

Over the late summer and fall we worked to refine our understanding of the needs in the affected countries and to determine how best the U.S. could respond. By the end of 1984 (through the first quarter of fiscal year 1985), resources for various emergency food aid programs committed to Africa were already over $250 million:

Title II emergency programs	$226.0
Section 416 - emergency	42.0
Total	$268.0 million

The $268 million bought and shipped 660,000 metric tons of emergency food aid.

A further $218 million has been identified which will be used to meet expected additional U.S. emergency food aid commitments to sub-Saharan Africa. The $218 million will provide and ship about 595,000 metric tons more of emergency food aid. Programs are now being approved against those resources.

But there still will not be enough funds available for the United States to respond in the way I believe proper, appropriate and in keeping with our tradition of being the donor that supplies the greatest amount of relief fastest to international humanitarian problems.

At this time I believe we will need an additional $185 million for further emergency food aid programs in Fiscal Year 1985. This amount should buy and ship a further 245,000 metric tons (estimated cost $95 million), including internal transportation (estimated cost $40 million), as well as provide a contingency of $50 million against unanticipated needs. This will be the first time we have used the newly legislated authority that permits us to pay for internal transportation costs for emergency programs from PL-480 Title II appropriations. As I stated earlier, this increase is needed urgently, no later than early March, if we are to continue approving programs so relief supplies will arrive where they are needed on a timely basis and without interruption.

Our emergency programs are based on a careful analysis of the situation in each country and belief that in approving a program we will be able to ensure that:

a. the people at risk have been identified,

b. the food can be delivered to the people at risk,

c. the distribution will be carried out in an equitable and acceptable fashion,

d. the U.S. will be able to monitor and audit the program in a satisfactory manner.

With approval of a supplemental food appropriation of $185 million, U.S. emergency food aid to Africa will be roughly 1.5 million metric tons, three times the record amount from the previous year. We believe this will meet 50% of Africa's emergency food needs. The value of emergency food aid programs in FY 1985 will be about $671 million. When added to our other, regular food aid programs to Africa, the dollar value of U.S. food aid approvals for sub-Saharan Africa in Fiscal Year 1985 would be more than $920 million and the volume of food aid would be more than 2.5 million metric tons.

NON-FOOD EMERGENCY ASSISTANCE

There is $50 million of non-food emergency assistance for Africa in the supplemental request:

> $25.0 million to replenish the Emergency Refugee and Migration Assistance Fund; and
>
> $25.0 million for the Office of U.S. Foreign Disaster Assistance in A.I.D.

The Emergency Refugee and Migration Assistance Fund is a special appropriation, drawn upon by the President to meet "unexpected urgent refugee and migration needs" whenever he determines it is "important to the national interest" to do so.

The President recently authorized a drawdown of $25 million from the Fund to support the emergency appeals of the United Nations High Commissoner for Refugees (UNHCR) and the International Committee of the Red Cross (ICRC) in behalf of thousands of refugees and displaced persons in Africa. After the recent drawdown, the Emergency Fund has only $7.9 million left. We anticipate further African demands on the Emergency Fund this year and in the future. The $25 million request, to be used only as emergencies occur, will restore the flexibility needed by the President to respond to further refugee and migration emergencies.

A.I.D.'s Office of U.S. Foreign Disaster Assistance is requesting an additional $25 million for non-food emergency needs. The funds would be used for a variety of non-food emergencies. The additional $25 million when added to the borrowing authority of $50 million already available to A.I.D. should provide an adequate cushion to meet non-food emergency needs in sub-Saharan Africa for the rest of Fiscal Year 1985, and allow us to respond to other disasters worldwide.

Some people may question why we are asking for so much food and (seemingly) so little non-food assistance in the supplemental request. Until now many internal transportation costs for PL-480 Title II emergency programs have been paid from the disaster account. As a result of the President's decision last July, new legislation has been signed into law which permits the use of PL-480 Title II appropriations to pay the costs of internal transportion for PL-480 Title II emergency programs. The $185 million requested in the supplemental for PL-480 Title II emergency programs includes internal transport costs paid before from the disaster account. Because the U.S. provides so much emergency food assistance, where we have an enormous comparitive advantage, I believe other donors should contribute a greater percentage of the non-food emergency needs.

Finally, some will question whether our request for $235 million is enough to meet the needs in sub-Saharan Africa for the remainder of Fiscal year 1985. I am convinced that our information is as accurate as possible at this time and that we know the situation there better than most. But Africa's climate and environment can be fickle and capricious - Africa is a continent subject to quick and dramatic change. It is possible the needs will increase over what we anticipate now. If that is the case, then we shall review the situation and take the appropriate action. The President has told me he wants the U.S. to respond to the need, to do what is necessary in order to deal with the problem.

Thank you, Mr. Chairman. I will be pleased to respond to questions.

Senator SIMPSON. Please proceed.

Mr. MCPHERSON. I won't go into the situation at great length, you had it described earlier. In our judgment approximately 20 million or up to 20 million people may need help and assistance this year. The situation is obviously extreme in Ethiopia, but the problem in Sudan is a vast and growing one. Several other countries as well in various parts of the continent that need attention; and, in localized areas, it is very bad indeed in many of those countries.

This overall, at least in human terms, is probably the worst drought that Africa has had in its history and in human terms because, the population has grown, an enormous number of people are affected.

Clearly the worst problem in this overall terrible situation clearly in our judgment, is northern Ethiopia. There are in excess of 2 million people in our judgment who are not getting the food that they desperately need. There have been a number of problems in getting the food there. One of the most recent and public incidents was when an Australian ship docked to unload some commodities at a Government-controlled port area, Assab, and was going to go to Port Sudan to bring in some food for cross-border feeding. The Ethiopian Government impounded that food. There have been other incidents and concerns. I mention that incident now because that is indicative of the problem. We are simply not getting food into that area in northern Ethiopia. There is a substantial amount of cross-border feeding. We have not discussed that publicly. We thought it was simply not productive to go into detail on that but, despite the volume, despite whatever is cross border or could be augmented in the future, it is my strong judgment there may be as many as hundreds of thousands of people who will die in northern Ethiopia unless it is possible to get food through Government-controlled areas into northern Ethiopia.

Senator Kennedy called for mercy corridors this morning. We think some approach like that could be very productive, indeed.

In recent times, we have been calling for what we call safe passage of food vehicles. There is no reason in our judgment why vehicles cannot be marked just as Red Cross trucks are marked with some commonly known symbol which shows them to be mercy vehicles, if you will, to take food to these areas. Such a safe passage or mercy corridor concept needs to be recognized by the various groupings and parties there in Ethiopia, both the Government as well as groups that are fighting the Government. But I say again, I believe deeply without some program implemented such as this that there are likely to be hundreds of thousands of people who will simply die.

Hearings like this and public discussions, we hope, will have some impact. We have communicated our views broadly to other donors, to the Ethiopian Government, and so forth, but we are hopeful but not immediately optimistic.

I believe the United States, speaking generally of the drought, can be enormously proud of the leadership role and the bipartisan leadership role. I would like to quickly add we, the U.S. citizen, and the United States have been viewed clearly having a leadership role in the world.

on Charles DiBona, who agrees with you that we are only 5 years away from potentially serious dependency again on international sources.

[The information follows:]

being the prohibition of giving developmental aid as opposed to humanitarian aid to countries that expropriate United States companies without giving them adequate compensation which has happened in Ethiopia. What is the effect of that?

Mr. McPHERSON. The practical effect to this day has been really nothing. We have interpreted the disaster assistance provisions really quite broadly. We have assumed that under those provisions we could provide a whole range of help including seeds for future plantings. That has not yet been an issue with Ethiopia but it was in Mozambique last year and I won't go into those intricacies.

Senator SIMPSON. That is where a country falls behind in loan payments?

Mr. McPHERSON. That is correct, Mr. Chairman. When there were problems on that provision and otherwise, I interpreted the disaster assistance provisions to mean we could provide the seeds. People had eaten up their seeds. We could provide seeds as part of a disaster program and it would be my interpretation to continue to interpret the disaster provisions in that fashion. The Hickenlooper amendment would prohibit us from longer term developmental efforts but, nevertheless, and I think that frankly, it is not prudent to put a substantial amount of development assistance into Ethiopia unless the Ethiopian Government can change its economic policies so such assistance can be reasonably and effectively used.

Senator SIMPSON. Now, you are into an area which is very tender, I suppose. What is your view on what the Ethiopian Government itself might do in this wretched situation to attempt at least to ameliorate these conditions?

Mr. McPHERSON. I think the most immediate problem is to deal with the mercy corridor-safe passage concept. That is the most critical, urgent matter for them to deal with.

It is our further view that the allocation of resources, substantial resources, for purposes of resettling people from the north to the south, that those resources could be better used to deal with starving people directly.

For the longer term, it is important that Ethiopians continue to allocate substantial foodstuffs. Up to October, we felt they would allocate enough trucks to move food but some time in that period they will allocate several hundred additional trucks for food to move trucks out of Assab, the main port, and within weeks they were moving several thousand or more tons of grain out of the port per day and they need to continue to do that.

The longer term is a more difficult matter. The economic policy of the country is not conducive to agricultural production. The pricing policies hold the price of food down below a market price and thereby effectively tax the farmer so as to provide cheap food for urbanites, which is a disincentive. Ethiopia is not alone in this problem. Several African countries have the problem. Some are addressing it; Ethiopia is not. The collective farming approach, which is an import from the Soviet Union, has been an inhibitor upon agricultural production and we think that, too, needs to be addressed.

Senator SIMPSON. Let me ask you about one other aspect of the Hickenlooper situation and development versus humanitarian aid—interesting definitions we run into there and, I think, with a very good meaning in an ordinary situation, but where do you think that would fall or be applied if we were talking about well-drilling or well-drilling equipment?

Mr. McPherson. We think well-drilling equipment for the immediate use of water falls outside of the Hickenlooper prohibition, and we have interpreted it that way consistently.

Senator Simpson. You have some pretty good interpreters.

Mr. McPherson. My background as a tax lawyer has helped me greatly.

Senator Simpson. We will get to you on that later this year. Thank you Mr. McPherson. It is very helpful to have your views.

One question of Jim Purcell, whom I have worked with, as I know Senator Kennedy has. I know Ted has some questions as well.

Jim, with regard to the emergency here, and it has been more poignantly displayed today, how do you balance the voluntary repatriation and third-country resettlement issues which are really here in some form?

Mr. Purcell. As you know, the United States is a signatory to the 1967 Protocol regarding the status of refugees. To that, we very keenly follow the accepted international solution for refugees; namely, first to provide for immediate care and maintenance in asylum countries. Once that is satisfied, then to begin to look at solutions. We are following very carefully the solutions laid down by the United Nations and their priorities.

No. 1 is voluntary repatriation. To us, that is always the preferred solution. In Africa, we have had some instances where voluntary repatriation has been possible. Where it is possible and can be done safely, we will support it.

Where it is not possible, we have found in Africa settlement is always a safe and viable solution. To look at the Sudan is a great example. Hospitality in Sudan has been evident for many many years; even before the drought, 400,000 Ethiopians, 165,000 Ugandans in the south, up to 100,000 Chadian arrivals in the west. They have opened the door. They are affected as much by drought, with a population of 22 million, probably the size of the United States east of the Mississippi, very poor but very much open to refugees.

Our effort has been to bolster the role of the asylum government. The Sudanese Government has indicated its doors are open and it needs help.

We look at those two solutions, voluntary repatriation and settlement in the area; and we believe third-country resettlement is very limited.

As you know, in October, we consulted with you on a level of 3,000 admissions to the United States. We continue to believe that that small program is adequate for Africa and that only if conditions were to emerge so that we could not either consider repatriation at some point or we could not consider safe asylum in a region would we turn to third-country resettlement. In our opinion, that situation does not prevail at this point.

Senator Simpson. I do have some further questions, but I am trying to observe time limits so that we can accommodate all.

Do you wish to ask some questions, Ted?

Senator Kennedy. Yes, thank you, Mr. Chairman.

I want to join in welcoming Mr. McPherson, Mr. Purcell, and others to the committee and say how much I appreciate, Mr. Chairman, the very positive response that is being made by AID in dealing with this humanitarian crisis. I certainly feel that all of us ought to take note of the very strong efforts that are being made by the administration now in trying to help deal with this enormous human tragedy. I for one am very hopeful they will feel free to let us know what more we can do in whatever area to try to permit them to respond to one of the great human tragedies of our time.

One of the critical needs is water in those camps, Mr. McPherson, in Ethiopia. Can you tell us how many wells AID has drilled?

Mr. McPHERSON. In Ethiopia, we have not drilled wells. We have been able to supply water. Water traps have been brought into some locations but we have not drilled wells.

Senator KENNEDY. When I was there, there was a very interesting study being made by the Australian Government in northern Ethiopia on the water needs. I might try to get a copy of that and make it available to you. I spent several hours with their government officials who were there in northern Ethiopia and had done, I thought, a rather interesting and important survey about water resources. Let me get that to you and we can look at that together and find out what the Australians are doing and what possibly we might be able to do to try to meet that particular need. I found that in so many instances, that was equal to the problem of food and shelter. I want to say how encouraged I am by your response in terms of the Hickenlooper amendment.

We don't face that hindrance in the Sudan. I have access to a cable about the conditions in Sudan. This was sent in January as a result of the CDC team with which you are probably familiar. This is on the northeast border, Mr. Chairman, of the Sudan, and this area has grown in size from 18,000 at the time of the Harris visit which was about 2 weeks before we got there, mid-December to 52,000 today and reports that the arrival on January 4 were 38,000; January 5 estimates, 44,000; January 6 estimates, 52,000; 100,000 more expected by the end of January; 300,000 more by the end of March. If you look at these estimates, you and the U.N. High Commission obviously must do much more to meet the food needs. We have failed to anticipate these needs and to pre-position enough food.

The conditions in the camp are deplorable—no protected source of water made available; current source, stagnant pools shared with animals along the water bank; no water is boiled or treated; no distribution points within the camp itself.

The nutritional status is deteriorating. Malnutrition is greater than 20 percent. Then they talk about the shelter, talk about the health care personnel—3 physicians, 3 nurses, for 53,000 refugees. We have been working, Mr. Chairman, with the administration about getting emergency medical personnel out to the field. Quite frankly, they are being very responsive to that. I think there is a possibility the U.S. Public Health Service will provide emergency personnel for a limited period of time until we can develop a voluntary program which I think should be developed.

I have found just an extraordinary outpouring of interest by nurses and doctors, their willingness to go to those areas. The difference between Africa and Vietnam, you might remember we sent Public Health personnel to Vietnam. The great need then, because of the war, was for surgeons and plastic surgeons and they could arrive at 8 o'clock at night and be in the operating room at 9 o'clock, work for a very short period of time and make a very substantial difference and leave in 3 weeks. Africa is a different problem in terms of care and nutrition. It takes a longer period of time. They don't have the infrastructure. You need to have people who will stay there for some period of time.

There was a noticeable lack of American personnel in Ethiopia. This was something that I know the administration is working on at this present time. Doctors are needed in Sudan on an urgent basis. The cable mentions that the CDC team came in from the field earlier in order to be able to send the telegram because of the extraordinary emergency they saw. We have some absolutely critical needs, of which one is water in those areas, and I would like to work with you and find out ways that we might be able to be of more help and assistance to you.

Mr. **McPherson**. You might be interested in some comments Mr. Purcell has on the water situation in Sudan.

Mr. **Purcell**. The Wad Kowli camp is an example of the poor planning that occurred at the international level. Wad Kowli is an area that has limited access to water. Presently, there are over 84,000 in Wad Kowli. I talked 2 weeks ago to the U.N. High Commissioner for Refugees in Geneva and I told him of the criticality of siting camps having access to water and provisioning for food.

The Commissioner has agreed that the camp will be relocated. However, he has not produced a site. Water is critical.

Let me describe briefly where we are with water in eastern Sudan. It is an indication of the kind of international organization cooperation that can occur. We are seeing the dry season probably ending about April. That is traditionally a time of shortage of water in Sudan and in the past has even resulted in water riots. Camps like Tekl el Baab have had no water and 100,000 persons left and they are being relocated to where there is water.

Wad Kowli has limited water. There is enough surface water left for 12 to 17 days.

At Wad Sharife, we reactivated wells. In order to get a handle on the water problem, we dispatched an officer from my emergency operations office who took a team from the CDC and some experts from the Defense Department. We have made provisions for water in all of these camps. We had five airlifts over the Christmas holidays. Those are temporary measures.

What we have been concerned about at the international level, we do have an agency, UNICEF, that has had a tradition and is quite knowledgeable and capable of drilling wells and provisioning. This is an area where we are looking to Brad Morse for leadership. We have seen many of these specialized agencies of the United Nation who have resources but they have not been brought to bear. We have talked to Brad and he has agreed to the concept of the coordinator. We are looking to coordination with UNICEF and any other agency. I think you will find through stiffer efforts of the

United States, we have made provisioning for safe secure water, but this is certainly not a long-term solution. We have to get to sites where we can dig deep wells that won't siphon off water for private Sudanese.

I am encouraged that the team we sent out there, in fact, the loan of a Lt. Col. Ted Maddry from MacDill Air Force Base in Florida has probably done more to save lives in eastern Sudan than anything else the United States has done. We have to get the international community to take the water problem seriously, and I think we are making some headway.

Senator KENNEDY. We were at Wad Sharife on Christmas day. We were told that a number of wells were available, but they weren't. There were two areas where water was available. one was basically saline. There was really only one functioning area and the pictures we showed here, a Dutch group came in there to drill a well, and they were able to get to fresh water within 2 days of drilling. I would hope this is encouraging what we hear about the Sudan. I would hope we can give that same attention to Ethiopia, as well.

Mr. MCPHERSON. We want to emphasize that, while things are steadily better in eastern Sudan, the situation is nowhere near a good one. Your comments about help, I think, are on target and comments about water are generally in the direction we are concerned with as well.

Senator KENNEDY. That is helpful.

I have just some final questions, Mr. Chairman. I don't know whether you are prepared to make any comments on the type of approach that Senator Kasten and I are moving toward. I think the administration has to review it more, unless you are prepared to say something about it; or would you rather withhold?

Mr. MCPHERSON. We obviously think it is constructive and interesting. I discussed it with OMB this morning. We don't have a response, but we truly are appreciative of what we see as your leadership and your bipartisan sort of interest, frankly, in getting the problem solved.

Senator KENNEDY. There were the features I mentioned which are self-evident to you such as the ocean freight reimbursement account, greater flexibility with regard to Hickenlooper amendment and, again, meeting the particular emergency food needs. Obviously, that is what we are all interested in.

We are also interested in the longer range kinds of problems. I will inquire of you about your views about that legislation at a later time. Hopefully, we can get that achieved.

I will submit some questions, Mr. Chairman, for the record.

Again, I want to thank those in AID for what they are doing now, and I would like to indicate, like they, I want to keep a very active interest in this.

A final point: there is one of my recommendations you might take a look at. And that is the recommendation to review the Sahel experience. We have had some successes and there have been some failures in the Sahel program. It seems to me it would be useful to identify those successes as we look for longer range approaches in Africa—to learn the lessons of the Sahel. And I will look forward to working with you on these longer range problems as well.

Thank you, Mr. Chairman.

Senator SIMPSON. I have some other questions and I know you have a full schedule, Ted. I want to thank you for what you have done in this area. It is something characteristic and very authentic for you to do. I want to tell you that, and I do appreciate the way you have worked with me not only on this issue but other issues and the great assistance you have been to me as I took over the role of subcommittee chairman that you held for so many years. It has made it an immeasurably more satisfying job to have had that, and I deeply appreciate what you have done here in a very fine spirit of bipartisanship in working closely with this administration in a very appropriate way. I think that is very impressive.

I would like to come back, Jim, and ask you about the balancing of the various issues and responses of emergency relief and voluntary repatriation. In connection with that, can you give us some figures as to the relative cost of those four different options? That would be helpful, I think, to the subcommittee.

Mr. PURCELL. Yes, in answering this question I would like to draw on some specific cases we have had in Africa itself. I should point out sometimes these figures are not very precise, depending on local conditions. Let's talk about emergency relief. The UNHCR and, by the way, Senator Kennedy mentioned the ad hoc issues of UNHCR appeals over the past few months for Africa. I would mention today the High Commissioner is issuing an appeal for $96 million which will last through the end of December of this year. I think he has shown some courage for making provisions for things which have not yet occurred. This is a move I strongly advocated a few weeks ago in Geneva. The High Commissioner is trying to avoid these gaps in food and medical services by looking at the whole picture. That is quite a unique step for them to take. It is based on arrivals up to date plus 150,000 more by June. I am very encouraged by that.

The emergency relief budget for 1985 is for 91,875 people. This breaks down to something like $109 per person.

The return program for the West Nile (Uganda) was budgeted at $5 million for 20,000 people. It was $250 per person.

Settlement in place runs something around $150 in Africa over a yearly basis.

Third country resettlement, if you look at 1985 planning on 3,000 refugees from Africa at a budget of $4.9 million, that comes to $1,633 per refugee. That is for transport and replacement. If others require any degree of public assistance that would be on top of this figure, probably in the range of $3,000 to $4,000, but that would vary depending on family members with them.

Third-country resettlement is clearly the most expensive option that we could pursue. We do not believe third-country settlement is ripe for that region at this particular point, but the cost factors certainly are much reduced when we can work within the region.

Senator SIMPSON. I have certain other questions and I will submit them to you. I very much appreciate what you are doing. I think this is one of those situations in this curious arena of Washington, DC., where you know what to do really better than anyone else without too much prodding from Congress and others, and more importantly, are trying to do it and do it in a way which just does not call for more money, and we will do the job, but being sure we get water and food to human beings without overlay of great administrative detail and some of the stuff we go through on these.

Then, of course, in my questions that I will submit to you will be the haunting situation that will continue to belabor us and that is the difference between an economic situation and economic refugee, if you will, and a political refugee under the U.N. definition and a drought-related refugee, one fleeing death and hunger as versus the U.N. definition and our definition of refugee. That will nag us in extraordinary ways in years to come. It is tough to explain that to our fellow citizen, but it is a very important one. It arises in the area of sanctuary and in so many other things, and it is important we keep that distinction in mind or else change the law. We have several choices.

I thank you and appreciate what you are doing. I appreciate the testimony. I believe that will conclude our proceedings, and I look forward to working with you in the future.

Mr. McPHERSON. Thank you, Mr. Chairman.

[The subcommittee was adjourned at 12:02 p.m.]

[The following questions were submitted by Senator Kennedy to AID and the Department of State for the record:]

RESPONSES TO SENATOR KENNEDY'S QUESTIONS FOR THE RECORD

I. Response to Specific Recommendations contained in the statement of Senator Edward M. Kennedy before the Subcommittee on Immigration and Refugee Policy, Committee on the Judiciary, United States Senate, February 7, 1985.

Specific Recommendations by Senator Kennedy

1. Additional Assistance.—The Senator states "more alone is not enough . . . the more important point is to agree that, whatever the precise figure, it is the beginning and not the end of our relief effort."

A. The Agency for International Development concurs with the Senator's statement, that "more alone is not enough." For most of the past decade A.I.D. has been providing significant amounts of emergency food and non-food relief to people-at-risk in Africa. The year 1984-85, however, represents a dramatic broadening and intensification of the effects of drought and other phenomena on people throughout Africa. The United States, both its citizens and Government, have taken the lead in responding to the enormous emergency needs extant on the continent. At the same time, the United States believes helping Africa help itself is a worldwide, shared responsibility. To help achieve a world response to emergency problems of Africa, there has been a continual and increasing American effort to have the United Nations assume the role of coordination and information generation so vital to a successful relief effort.

As long as Africa's emergency needs can be identified and quantified, and programs proposed and implemented, the United States will provide food and disaster relief to the millions of people at risk in Africa.

2. Agriculture Reforms.—Senator Kennedy indicated, that the key to avoiding future famines, and to minimizing the effect of droughts when they do occur, is to pursue broad agricultural reforms. Ultimately, the African nations themselves must make a commitment to reform. However, they can do so only if they obtain help from other countries. The United States should make clear that it is ready to respond generously to nations that pursue reforms, and to reward them with additional assistance.

Unfortunately, many governments still maintain economic and agricultural policies that favor urban consumers to the detriment of rural farmers. Prices paid to farmers are kept artificially low. Currencies are inflated, and with loans from abroad, urban citizens are able to purchase inexpensive foods and goods from overseas at the expense of their own farmers. Sometimes cash crops have been promoted to support food imports at the expense of domestic crops. It will take political courage for any of these nations to reverse their policies, but we should be prepared to help those that begin the effort.

We agree, the need for policy reforms in most, if not all, African countries is well documented. One of the principal emphases of A.I.D.'s programs in Africa is the promotion of policy reforms in all sectors, but especially in agriculture. While a substantial need for additional reforms still exists, many African governments are finally recognizing the wisdom of adopting reforms in pricing, exchange rates, distribution systems, subsidies, etc.

In addition to the policy reform efforts which form an integral part of AID's regular programs in Africa, the Administrator is beginning the African economic policy reform program in fiscal year 1985. Its purpose is to provide additional assistance to countries that have shown a willingness to pursue significant policy reforms. We expect that several of the programs will be used to reform agricultural pricing policies, marketing strategies, and input subsidies.

3. Long-term Aid.—With limited foreign aid resources, the United States can best encourage agricultural development in Africa by emphasizing a few long-term projects that hold out the promise of fundamental reform, rather than numerous small, short-term programs scattered among many countries.

The U.S. Foreign Assistance Act currently requires that forty percent of our aid must be used to meet the "basic human needs" of the poorest nations. I believe the time has come to amend that mandate to make clear that "basic human needs" includes aid to assist those nations to increase their food production. Agriculture development must be one of the central objectives of our future "basic human needs" foreign assistance strategy.

Agricultural development is a central objective of the foreign assistance program in Africa. It is critical to increasing the availability of food, raising the income of small farmers and providing exports for desperately needed foreign exchange. The AID program is moving in the direction of fewer, longer term programs both to increase impact and to improve program administrative effectiveness.

The emphasis on increasing food production should not be interpreted narrowly. It means projects encompassing agricultural research, agricultural manpower development, credit, marketing and rural development. No change in the legislation is required.

4. Sahel Study.—In developing a long-term strategy, we must apply the lessons of the past decade's effort in the Sahel. Since 1973, we have supported aid to overcome persistent drought and hunger in this region, which is still threatened with serious malnutrition in many areas. While there has been progress in some countries, we need to ask why, after all our efforts, so little has changed in other countries.

No such public review has been undertaken, and I urge the Subcommittee to ask the Office of Technology Assessment in collaboration with the National Academy of Sciences and its Committee on the Sahel, to review the implementation of the Sahel drought fund and U.S. programs in that region, in order to learn what the program accomplished and where it missed the mark. As we carry out an emergency relief effort in Ethiopia and Sudan and the other nations in Africa, we must also begin more effective planning for the long-term, in order to avert future famines in the area. Drawing on the Sahel experience, AID and the international community can do a better job not only in providing emergency relief for the present famine, but in preventing a similar emergency in the future.

There have been numerous assessments on the effectiveness of ours and other donor assistance efforts in the Sahel. Some of the lessons we have learned follow:

In the 70's we assumed that applying U.S. technology, based upon experience and success obtained elsewhere, e.g. in Asia, could make an immediate and dramatic impact upon improving Sahelian food production. Instead, we found there were variations in soils, climate and traditional culture and technology practices throughout the Sahel and that a common and somewhat complex technical package relying for instance on fertilizer and surplus labor did not lend itself to this environment.

Recognizing this impediment, AID is now placing greater emphasis on "farming systems research" as a means to deliver an affordable and replicable technical package to the small rural farmer. Concurrently, our basic research efforts are concentrating on finding drought tolerant strains as we come to appreciate better that in the Sahel inadequate and erratic rainfall is the norm rather than the exception.

Unlike our approach in the 70's we are now placing greater emphasis on directly supporting government reforms that will give the small farmer more incentive to produce a surplus.

AID has learned that it can not address all sectors and targets of opportunity in a given country. Rather, given limited U.S. staffing and limited host-country absorptive capacity in terms of trained personnel and budgetary resources, we must do the following:

(1) concentrate our assistance effort in one or two sectors, minimizing the tendency toward project proliferation;

(2) increase our efforts to train host-country personnel at all levels;

(3) place greater emphasis on non-project assistance as a means to minimize project management and recurrent cost burdens on governments, while simultaneously addressing their balance of payments and budgetary constraint problems.

Noting that in the past decade ag production has increased but per capita production has declined, we are placing greater emphasis on assisting countries to encourage and support family planning programs.

5. Aiding Small Farmers.—There is widespread agreement that the best method to increase food production in Africa is to strengthen rural farmers, who are frequently neglected or ignored in current government programs and agricultural extension services. Last week, for example, the Office of Technology Assessment released a study concluding that "farmers and herders with little acess to economic and natural resources hold the key to increasing food production in Africa." As the OTA report notes, we must help promote technologies in Africa that are "low risk, resource-conserving, small-scale and adapted to local labor conditions, and which are consistent with traditional agricultural methods." In Sudan we were told by many officials that they now plan to rely less on large-scale irrigation schemes as the primary hope for increased food production, and to emphasize instead improved strategies for enhancing rain-fed agriculture by small farmers.

Our agricultural strategy is targeted toward the small farmer. It is true that appropriate technologies must be extended and we are working to identify technologies that will boost production and that are "low-risk, resource-conserving, small-scale, adapted to local labor conditions and consistent with traditional methods". There is not a large, on-shelf stock of these technologies ready to be extended. An expanded commitment to the development of needed technology is a necessary first step, recognizing that this research phase cannot promise immediate results. As an example, we are supporting Sudan's efforts to improve productivity among small farmers in the rain-fed zones.

6. Role of Women.—The OTA report also confirms a point made to me repeatedly during our trip—that women in Africa the most to the labor and management of food production, yet they receive few or no services from governments of outside assistance. As the Report notes, "women represent some of the most overworked and undersupported and, in most cases, some of the poorest of the rural population, Providing assistance to women farmers and herders is crucial to increasing African food production." Women deserve greater priority in training programs, extension services, health care, education, and other aid, and Congress should ensure that this priority is met.

In most African countries women do provide 60–80 percent of agricultural labor and have received less assistance and support than warranted. Progress is being made. In Cameroon, Rwanda and Zimbabwe projects supporting the enrollment of female students at agricultural schools are underway. Farming Systems Research activities now ongoing in many countries involve local participation by the female farmers.

The Africa Bureau believes that these and other efforts seeking the integration of women into economic and social development are critical. The major initiative adopted by the Bureau to achieve this objective is to encourage missions to incorporate components into new and ongoing projects to address women's concerns, and this is being done. This facilitates effective participation by women, whereas projects designed exclusively for women, in many cases, tend to segregate them from the mainstream of development.

7. Environmental Protection.—It is obvious in Ethiopia, Sudan and vast areas of Africa that there has been devastating environmental pressure on the land for many years, and that, apart from drought, widespread degradation of agricultural areas has occurred because of deforestation, overgrazing, and loss of soil fertility. Environmental factors, and a close monitoring of environmental changes, must receive greater weight in the design and implementation of development programs.

We should provide special help to governments which have acknowledged their environmental problems. For example, Ethiopia has embarked upon an effort to cut in half the number of certain livestock in the countryside, particularly goats, which far exceed their needs, and which are the principal sources of over-grazing in rural areas. Similarly, Sudan now recognizes that reforestation must be given a higher priority in its development plans.

Satellite-based early warning systems now in place and being improved will enable the U.S. and Africans to better respond to impending drought.

Desertification requires a longer-term and systematic approach including the following elements: reforestation and rangeland revegetation; watershed management; sand dune control; and more attention to soil and water conservation in farming systems.

Trees through their direct impact on soil and water conservation can stabilize and rehabilitate threatened areas and thereby improve environmental stability on which African agricultural productivity critically depends.

AID's forestry/natural resources program in Africa has devoted $135 million in development assistance over the last eight years in forestry/natural resources and renewable energy plus $125 million in PL 480 reforestation.

Particularly successful projects in this area include: the Niger Majjia Valley Windbreaks project; Cape Verde Watershed Management; Senegal Sand Dune Fixation Works; and Mali Village Reforestation project. AID took part in the recent multi-donor assessment for Sudan's long-range reforestation program.

8. Support International Projects.—Suggests the United States provide money to projects designed to help host countries cope with the development impact of refugees. The help should be consistent with projects identified by the Second International Conference on Assistance to Refugees in Africa (ICARA II).

A. The U.S. Government has a number of projects that are specifically designed to help host country governments deal more successfully in the medium- and longer-term with the impact of refugees. A number of activities of this sort are already underway, in Somalia, Rwanda, Sudan, Chad and Zaire. Others are in the planning stage.

At this point, there is about $11 million remaining in a Congressional Appropriation specifically for this type of project, and the prospect of a further $12.5 million becoming available if the Congress appropriates funds for similar activities under a supplemental appropriation for African Famine Relief.

AID is currently reviewing integration of this type of project more completely with each country's regular development program, including providing funds from the normal development assistance budget.

II. Additional Questions Submitted by Senator Kennedy

EASTERN SUDAN EMERGENCY

Sen. Kennedy.—What emergency steps have been taken to meet the escalating needs of Ethiopian refugees in eastern Sudan since my visit to the field at the end of December. What action on the findings and reports of the CDC team. Assessments of the situation by AID and Embassy officials in Khartoum?

Administration Response. At the time you visited Sudan, lack of resources, uncertainties about the number of Ethiopians who might arrive, and lack of coordination among assistance agencies had created a situation that might have been described as pre-disaster. Since that time there have been improvements. The refugee situation is still tenuous and we are monitoring it carefully in addition to continuing emergency deliveries.

1. Food.—Malnutrition and its debilitating effects upon the immune system are the major causes of death among Ethiopian refugees. In December, insufficient food was in the pipeline for both refugees and affected Sudanese. No organization has been designated as manner of food logistics from Port Sudan to the feeding centers.

Responses.—USG urged UNHCR to contract with CARE to manage food logistics. CARE now has staff in Sudan to manage food distribution in the east for UNHCR, in the west for AID, and for drought victims for the government of Sudan. USG has so far approved $50 million in food commodities for Sudanese and refugees in Sudan in FY 85.

State RP airlifted 30 tons of dried skim milk, 5 tons of vegoil, and 30 tons of corn-soya-milk (CSM for supplementary feeding of children and lactating mothers). Additional donations of supplementary foods are under consideration by the Food for Peace Program.

AID/Khartoum gave UNHCR approximately $470,000 (1 million Sudanese pounds) for the purchase of food for refugees.

WFP diverted 27 tons of food to Sudan, 15 of those to fill the January food gap for refugees in the east, as a result of State Department urgings to Brad Morse, Director of the UN Office of Emergency Operations for Africa.

CARE reports that food needs of 730,000 Ethiopian refugees (600,000 new arrivals and 130,000 formerly self-reliant refugees) are covered through CY 1985.

2. Water.—Lack of water or protected water source at several camp sites. Wad Kowli running out of water in early March.

Response.—USG airlifted seventy-six 3,000 gal. water tanks and 1,020 family-sized water jugs to Sudan for water emergency in January 1985.

DOD water technician on USG assessment team upgraded water haul into Tekl el Baab, improved and purified the water supply in Wad Kowli, assisted in the reactivation of non-working wells in Wad Sharife and has advised the government of Sudan and UNHCR on water requirements.

Upon advisement of assessment team, $30,000 in State/RP funds used for a protected water source at Wad Kowli, $250,000 for supplies for water improvement at Tekl el Baab, Wad Sharife and Damazin.

Tekl el Baab has been closed and all but 1,000 residents moved to El Fau. Water is being trucked (through State/RP funding) to Wad Kowli until residents can be moved to a better site at Kashm el Girba reservoir.

OXFAM (UK) will establish pumping system at Kashm el Girba.

State/RP may fund the emergency delivery of water system equipment.

3. Health.—Refugee population severely weakened from long walk to Sudan and change in environment. Increased susceptibility to gastrointestinal diseases, malaria, tuberculosis, and vitamin deficiency diseases. Heavy infestations of lice. Insufficient field coordination between PVOs providing health care.

Response.—RP has purchased needed medical supplies and equipment and moved them and other donated supplies to Sudan by air.

Three doctors from CDC have conducted assessments of health care needs and have advised UNHCR on coordination and oversight of medical care provision in the individual camps.

CDC doctors helped establish mortality/morbidity sureveillance systems in the camps. Data from these systems should help in better tailoring the health response.

CDC doctors have located lab facilitites for etiology in Khartoum.

Ongoing health and nutritional assessments of all refugees being provided by CDC doctors who can call on CDC Atlanta for specialized supplies. CDC Atlanta is providing technical expertise via cables to the field as problems are identified.

At present, one CDC doctor is in Sudan assisting in the establishment of supplementary and vulnerable group feeding programs. Additional epidemiologists may be provided as advisors to UNHCR/Government of Sudan.

Several PVOs, including Lalmba with the American Refugee Committee and the International Rescue Committee, have augmented their health care staff.

Public health care delivery systems including delousing, vaccinations, identification of malnourished children, triage, establishment of treatment protocols have been improved and routinized.

4. Fuel.—Severe lack of vehicle fuel country-wide.

Response.—State/RP has funded a $130,000 purchase of 450 tons of fuel for UNHCR's use in Sudan.

Discussion is underway on establishing a fuel pool for relief agencies in Sudan to draw upon.

The Development Coordination Committee has approved funding for the inland transportation costs of the food donated by the USG.

5. Coordination.—Lack of information sharing and coordination of relief activities among UN agencies, donors, PVOs and between all aid providers and the Government of Sudan have hampered efficient delivery of support to refugees.

Responses.—OEOA Director Brad Morse has held meetings in Geneva and New York to begin coordination of UN family activities throughout the sub-Saharan region.

The Interagency Task Force on Africian Famine and its subcommittee, the Interagency Working Group on Ethiopia and the Sudan, are coordinating USG relief efforts.

RP assessment team leader while in Sudan for seven weeks, worked very closely with all players to facilitate the sharing of information and to coordinate relief activities. UNHCR has contracted with Mr. Fred Cuny, a private disaster specialist, to continue this work.

The UNDP Sudan staff has been augmented; a deputy director has been added.

There is a new government of Sudan drought coordinating committee.

The role of CARE has been expanded and a new contract is being negotiated with UNHCR to include greater responsibility for food delivery to the camps.

The latest UNHCR appeal for African refugees was coordinated with the UN Special Coordinator for the African Emergency.

UNHCR EMERGENCY PROGRAM

Sen. Kennedy.—The UNHCR has subsequently issued another appeal for funds for Sudan; is it adequate and what contributions have been made to date?

Administration Response. UNHCR has issued an emergency appeal on behalf of refugees and returned refugees in the Central African Republic, Ethiopia, Somalia, and Sudan.

Basic assistance is to be provided to 600,000 new Ethiopian refugees in Sudan; 130,000 formerly self-reliant Ethiopian refugees in Sudan; 60,000 Chadians in Sudan; 40,000 Chadians in the Central African Republic; 60,000 Ethiopians in Somalia; and 300,000 returned Ethiopian refugees (1,190,000 total beneficiaries).

After several expansions, UNHCR's emergency needs through the end of 1985 are now put at $96.4 million.

This total includes $43.7 million for basic foods which UNHCR will buy if they cannot be supplied in kind through WFP or bilaterally. Normally, UNHCR counts on WFP to supply basic refugee food needs. In this emergency, however, WFP has not been able to guarantee enough donor support quickly enough.

The most recent version of the emergency appeal was issued after consultation with the head of the UN Office for Emergency Operations in Africa (OEOA), Brad Morse. The Department is more confident in the thrust of the current appeal because of these consultations which should ensure support within the UN system.

The USG response to date to the emergency appeals for Africa and eastern Sudan is some $18.2 million; other donors have contributed some $26 million.

The attached chart provides details on other donor contributions through mid-February.

CONTRIBUTIONS IN RESPONSE TO THE UNHCR APPEAL FOR EMERGENCY NEEDS IN AFRICA (AGAINST AND OUTSIDE SPECIAL BUDGET REQUIREMENTS)

[Total programme requirements: United States dollars 96,430,738]

Donor	Against budget	Outside budget	Total United States dollars
A. Governments:			
Canada	763,359	0	763,359
Denmark	727,273	0	727,273
France	466,064	0	466,064
Germany (Fed. Republic of)	4,543,654	2,877,016	7,420,670
Ireland	147,183	0	147,183
Japan	996,385	0	996,385
Netherlands	542,254	0	542,254
New Zealand	243,902	0	243,902
Norway	659,341	124,294	783,635
Oman	660,000	0	660,000
Sweden	285,714	0	285,714
Switzerland	1,376,502	0	1,376,502
United Kingdom	2,682,908	0	2,682,908
United States of America	8,509,772	24,306	8,534,078
Subtotal	22,604,311	3,025,616	25,629,927
B. Inter-Government organizations: E.E.C., subtotal	5,975,796	1,533,250	7,509,046
Subtotal	5,975,796	1,533,250	7,509,046
D. NGO's and other donors:			
Asahi Shimbun S.W.C. (JAP)	730,784	0	730,784
Austcare (AUL)	41,429	0	41,429
Caritas (FRG)	108,583	0	108,583
DW/BfdW (FRG)	112,934	0	112,934
Nor. Refugee Council (NOR)	300,000	0	300,000
UN Association (JAP)	3,704	0	3,704
Private	52,285	0	52,285
Subtotal	1,349,719	0	1,349,719
Grand total	29,929,826	4,558,866	34,488,692

EASTERN SUDAN EMERGENCY: CHRONOLOGY

Sen. Kennedy.—As I outlined in my testimony to the subcommittee, from my observations in the field, the situation in eastern Sudan over many weeks was allowed to get out of hand. Could the Department provide the subcommittee with a chronology of its communications and its recommendations to the field and to UNHCR on preparing contingency plans for the Sudan? A complete history for the record should be helpful in avoiding similar disasters.

Administration Response. We agree with the necessity and usefulness of a chronology for the emergency in eastern Sudan. RP already has a chronology and history of the current refugee situation in eastern Sudan underway and will gladly submit copies of both to the subcommittee when they are completed in the near future.

SHIPMENT OF DONATED GOODS TO AFRICA

Sen. Kennedy.—I was deeply impressed with the work of the international and voluntary agencies in the field, and I appreciate the support AID and the Department have given to their work. But we were reminded by many that they were receiving an overwhelming response from the American people, with large donations of appropriate food grains and critically needed relief supplies—yet they had no funds to ship them to the field.

The "ocean freight reimbursement" account in AID has in the past been controversial and we must protect it from being abused or used to ship unnecessary supplies. But is it not time, given the current emergency, to consider increasing this account to maximize the extraordinary support the voluntary agencies are receiving from the American people? What would be a reasonable addition to this account for this year? Can, or has, the disaster assistance account been used for ocean freight shipping as well as internal transportation costs?

Administration Response. You are correct in your statement that the "ocean freight reimbursement" account has been controversial and must be protected from abuse or unnecessary use. We believe that there is risk of both if the account were to grow dramatically in response to disaster stimuli.

Only rarely in the past have either the ocean freight reimbursement program or the disaster assistance account been used to reimburse disaster-related ocean freight costs. The projects supported by AID's ocean freight reimbursement program have a longer-term and non-disaster focus. The program currently is used by 32 agencies to ship donated supplies for use in the PVOs' on-going humanitarian development programs in approximately 80 countries worldwide. Using this account to fund shipments of emergency relief supplies would compromise these objectives. Disaster relief funds expended on transportation primarily fund higher priority emergency actions such as airlifts of medical supplies or other strategic equipment, which can be life-saving. Using disaster funds to ship PVO relief supplies would quickly drain the account, undermining our ability to respond to emergencies worldwide.

On the other hand, we believe there are privately-donated funds available to the PVOs for this purpose. As you indicate, publicity surrounding the Ethiopian tragedy and on-going food crises in Africa has enabled U.S. private and voluntary organizations (excluding the American Red Cross) to raise more that $81 million in addition to large donations of food commodities and relief supplies.

The PVOs have impressively demonstrated that they can raise funds from the American public to respond to the human tragedy that the African drought has created. We believe that it is most appropriate for the voluntary agencies to plan for the shipment, consignment, customs, acceptance and distribution of donations as part of their total relief effort rather than to involve the U.S. Government in funding these shipments.

However, we do recognize that in extraordinary situations some PVOs may be unable to finance shipment of valuable relief supplies. Under such exceptional circumstances, we will be prepared to consider funding such shipments from the $25 million supplemental we have requested for Africa Famine Relief.

ICARA II PROJECTS

Sen. Kennedy.—Regarding the proposals developed at the ICARA II Conference, I believe there is a need to separate those projects which relate to refugee emergency and rehabilitation programs from those which have longer-term developmental aspects. The former can and should be funded now, under the pending supplemental appropriations bill. The longer-term projects will come under the regular AID budget.

Could you outline some of the pending ICARA II projects—such as those in Eastern Sudan—which are related to the current emergency effort and certain rehabilitation programs needed to ease their impact on host countries from those which are longer-term programs? Members of the Appropriations Committees have suggested to me that these should be funded under the regular AID appropriations, rather than the Department of State's refugee account.

Administration Response. The goal of the Second International Conference on Assistance to Refugees in Africa (ICARA II) was to establish a process of linking refugee aid with development aid to relieve the burden that hosting large refugee populations imposes on the social and economic infrastructure of lesser developed countries of Africa. Illustrative projects were presented at the conference and afterwards—a total of 163 projects valued at $429 million. All of these projects are "longer-term" in the sense that they move beyond emergency and routine care and maintenance to lasting solutions for refugee populations. Since refugee situations are often extremely dynamic, it is expected that the project concepts presented at the conference will be modified, and even replaced, as the process takes hold.

The current crisis has provided a graphic illustration of the need to link longer-term refugee aid with development aid. Part of the reason that the situation in Eastern Sudan has been so desperate is that Sudan is a lesser developed country with a fragile infrastructure as you noted in your testimony to the Senate Judiciary Subcommittee on Immigration and Refugee Policy. Large refugee flows overwhelmed the already limited resources.

As the "ICARA II" process is institutionalized, new refugee-related development projects should be included in the regular development assistance programs of the host governments and the donors. This may take some time. Host governments are understandably anxious that refugee-related projects not displace other needed development projects.

The USG has in Africa been in the forefront of the effort to link longer-term refugee aid with development aid. We have undertaken a number of "ICARA II"-type projects both before and since the July 1984 conference. These have included such things as reforestation in Sudan, Somalia, and Chad; water projects to benefit both refugees and nationals in Sudan; integrated agricultural/pastoral development in Rwanda, Somalia, and Sudan; construction of infrastructure such as schools and clinics in Burundi and Swaziland.

Most of these projects have been funded from the African Resettlement Services and Facilities Project that was created to program funds transferred from the State/Migration and Refugee Assistance Account to the AID/International Disaster Assistance Account for this type of aid. Others have been funded from the Africa Special Projects line item in the State/Migration and Refugee Assistance Account. Implementing agents have been PVOs, U.N. agencies, and contractors as appropriate.

It is anticipated that additional "ICARA II"-type projects will be funded from the $10 million balance in the African Resettlement Services and Facilities Project, within the regular development assistance budget where possible (such as two current projects in Zaire), and by local currency support in other cases.

State and AID are currently looking at a number of "ICARA II"-type projects that have a total indicative value of some $60 million. Most of these projects are multiyear (2–5 yrs.) ones. All have developmental aspects since that is part of the definition of an "ICARA II"-type project. However, there is a certain dynamism in refugee-related projects that does not always occur in regular development projects. Some are more directly related to the current drought crisis than are others. For example, construction of roads in Somalia and Zaire to reach the refugee impacted areas, improvement of the Kassala (Sudan) water system (Kassala has been overwhelmed by the new Ethiopian arrivals), and definition of the feasibility of agricultural assistance for Chadian refugees in the Central African Republic would have a very direct relationship to the current crisis.

Question.—Just as traditional medicine has used temperature to indicate illness in individuals, I have been told that epidemiologists are now able to use death rates as indicators of medical crisis in groups, such as camps for refugees or displaced persons. To date, this information has been primarily used by doctors in post disaster comparisons, and little use is being made of mortality information as a management tool in the current emergencies in Africa.

How can current mortality data be used in the African famine to help famine victims? What number of deaths per thousand per day should serve as an alarm for crisis intervention in camps with static populations and in camps such as those I visited in Eastern Sudan with exploding populations? And how can this information best be used in the field and among the responsible agencies and donors?

Answer.—Death monitoring is currently in use as a management tool in at least two major refugee camps under the auspices of the United Nations High Commission on Refugees in Eastern Sudan, specifically Wad Kowli and Wad Sharife, and, until its closure, Tekl el Baab. It is used as a crude indicator of Health problems because it does not identify the specific problem. High mortality rates are a sensitive indicator that there is a nutritional or medical problem. Its primary role is to alert camp management that there is a problem so specific causes can be investigated and/or competent medical staff can be brought in to make a determination. An appropriate management response can then be determined.

Death monitoring was instituted in these camps in January 1985 during U.S. Government sponsored technical consultancy visits by physicians from the USPHS Centers for Disease Control. It has the advantage that it can be implemented by locally hired lay personnel who simply monitor burials each day and does not require technical personnel or supervision. Although a final standard has not yet been established, it is usually agreed that rates above two or three per ten thousand per day or steadily increasing rates at any level over consecutive days in new arrivals, are cause for serious management concern. In established camps with stable populations acceptable rates should be considerably lower; however, final standards have not yet been set in Sudan. As evidence of the seriousness of the nutritional and medical problems in the current monitored refugee camps, rates have generally ranged between two and ten per ten thousand per day. They are using a denominator of ten thousand rather than one thousand so that it will not be necessary to use decimal points with the rates now being encountered.

NUTRITIONISTS IN AFRICA

Sen. Kennedy.—I know AID has readily drawn upon the CDC nutritionists in famine relief programs—I saw them a decade ago in the Sahel—and their reports have been critical to resolving the human dimensions of a famine. How many staff nutritionists does AID have in Africa and its African Bureau? How many regular employees and how many are on contract?

Administration Response.—AID has no full time nutrition position in Africa. However, a number of its health officers are qualified in nutrition matters. There are also contract personnel in the field with nutrition backgrounds. The Office of Foreign Disaster Assistance has one fully qualified nutritionist, and through a cooperating agreement with the National Institute of Health the Africa Bureau employs one full-time nutritionist with West Africa and Sahel experience dating to the famine of the early 1970s. AID continues to utilize, through cooperating agency agreements, the technical capabilities of the nutritionists and other experts of the Centers for Disease Control (CDC); they are currently assisting with famine related nutrition and health assessments in Sahelian and other drought affected countries. Staff nutritionists of AID's Science and Technology Bureau provide nutrition expertise for the Africa Bureau also.

DISASTER ASSISTANCE RESPONSE

Sen. Kennedy.—Finally, in general, what new efforts or procedures does the Department believe are necessary, within our own government as well as in the international agencies, to better anticipate and coordinate our response to human disasters—such as the refugee crisis occurring in Eastern Sudan today?

Administration Response. The Refugee Policy Group, a private U.S. coordinating group, addressed this question in May, 1984 during an all day session involving State, A.I.D., UNHCR, voluntary agencies and other organizations dealing with refugee and displaced person movements.

The consensus of that meeting was that:

(a) generally, sufficient information exists to anticipate emergencies and to suggest coordinative mechanisms which can cope before crisis emerge;

(b) the necessary pieces of information are in the hands of several diverse elements (host and foreign government agencies, international and non-governmental organizations), none of which usually has the ability to describe the total implication of the physical, economic and political situation; and

(c) the next step in improving the "system" should be a detailed analysis of the entities which have access to and can control access to relevant information, how such information can be coordinated and by whom, and how such information can be synthesized and disseminated so as to reduce the sensitivity of players who may be threatened by the implications of the information.

In the meantime, improvements are being implemented by many of the organizations which share responsibility for protection of the threatened populations.

State and A.I.D. are constantly improving their abilities to monitor climatic, economic and political changes which may threaten populations and force movements to non-viable areas.

Communications between non-governmental, governmental and intergovernmental organizations are improving rapidly.

Donor governments and international organizations are increasingly prepared to breach the sensitivities of governments whose populations are threatened with deprivation due to natural or man-made events.

APPENDIX

RECOMMENDATIONS FOR ACTION SUBMITTED BY SEVERAL VOLUNTARY AGENCIES INVOLVED IN AFRICAN FAMINE RELIEF

WORLD VISION
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(818) 357-7979 / CABLE WORVIS / TELEX 67-5341

TED W. ENGSTROM
PRESIDENT

January 23, 1985

The Honorable Edward M. Kennedy
U.S. Senator
United States Senate
Committee on the Judiciary
Washington, DC 20510

My dear Senator Kennedy:

We are most pleased for the opportunity to respond to your letter of January 5, 1985, as the response of the government of the United States to worldwide need is of considerable concern to our organization.

Through the years, World Vision has been the channel of PL480 and PL416 aid in many needy areas of the world. In this activity, we have worked closely with USAID personnel, both in Washington and in the field. Almost without exception, we have found their dedication to the cause of assistance a major contribution to a successful implementation of projects in those countries where we have worked together. Their cooperation with our field people has truly been exemplary. Because of this close relationship, I feel you would find their agreement with some of the frustrations often faced as a result of requirements of current laws. Some of these are minor, but a few are not, and it is those I would list briefly:

1. The Hickenlooper amendment seriously limits the capability of NGO's to prevent disaster by using government funds for development in certain countries. We recognize the need for such a restriction, but feel that the law could be changed to allow development funds for such countries, but only through allocations to operational NGO's, and for specific projects.

2. The restrictions for use of U.S. flag vessels frequently delays delivery of much needed food supplies, as does the use of "friendly" ports requiring expensive cross-country transport, excessive handling, and movement through disinterested countries (with increased cost for custom handling, etc.). We believe that a fixed percentage of budgeted ocean transportation costs should be allowed for foreign carriers to alleviate this situation. Provisions should also be made to allow for in-country transportation costs of government and privately supplied food, as this cost often limits severely the effectiveness of food distribution in the recipient country.

3. The transportation infrastructure of many countries needing assistance is frequently in total disarray. The establishment of independent NGO logistic systems are frequently required to achieve an adequate level of effectiveness. The legal provisions for a rapid deployment logistic component to work in support of appropriate NGO's would fill this need, without each NGO having to become a transportation expert. Perhaps this could be accomplished through special use of Armed Forces resources, with the appropriate national permission, of course.

4. We sense that there is a need to have a general review of the PL480 Title II Program, with the intention of reducing the bureaucracy associated with this program. We need greater flexibility in responding to the kinds of needs we are presently experiencing in Africa.

5. We further feel that consideration should be given to having U.S. Government funds made available for internal transporation costs, as we all know the transportation within Africa is one of the most difficult challenges facing the PVO community, and any assistance in lightening the financial burden of this task would greatly enhance our ability to expand our programs.

6. Even emergency situations frequently require capital items of equipment, such as generators, water purifiers, vehicles, shelters, warehouses, aircraft, etc. Current budget restrictions are not able to address these needs adequately.

World Vision has made an assessment of African needs which is shown in the enclosed pamphlet. I know that you will have other sources which will also indicate the extent of the need.

I trust that the above have been of some assistance to you in addressing broad areas we feel should be improved. We will be most happy to provide any additional information you may require.

Most cordially yours,

Ted W. Engstrom

Ted W. Engstrom
President

TWE/8

American Friends Service Committee

Washington Office
James H. Matlack, Director
Kathy Flewellen, Associate Director

1822 R Street, NW
Washington, DC 20009
202/ 483-3341

February 15, 1985

Dear Senator Kennedy:

The American Friends Service Committee, with over sixty years' experience in humanitarian aid, has been and continues to be very involved in the current food crisis facing Africa. We are deeply concerned that, within a decade of witnessing massive hunger and famine in the Sahel, an even greater number of African people now face starvation.

As the American people have become more aware of the scale of drought and famine, contributions to the AFSC and other private voluntary organizations for hunger relief have risen sharply. While we are expanding our program endeavors in Africa, the pervasive drought and immense number of potential victims require increased assistance from the United States government to redress the causes of African hunger.

Knowing that the issue of aid to the drought-stricken African nations will come before your Congressional committee, we urge you to consider both short term emergency relief and longer term development needs. We encourage you to be sure that sufficient attention is given to the underlying factors which, if not addressed, will plunge African peoples into recurring cycles of drought and famine.

Out of our experience of working in Africa on development and emergency assistance projects, our staff have prepared a short analysis of some major factors which set the context for the current famine. We enclose a copy of "HUNGER IN AFRICA—SOME AFSC PERSPECTIVES" for your consideration.

The American Friends Service Committee is based on traditional Quaker values including a belief in the inherent dignity of every human being. We have reached out to aid victims in all parts of the world without regard to political or ideological divisions. We believe that this view is consistent with the best American traditions of aid to those in need. As the people of Africa face the current hunger crisis, we urge that political differences not be allowed to deny ample humanitarian assistance required to save millions of lives.

If you or your staff have questions or desire further information, please write or call us at (202) 483-3341.

Kathryn Flewellen
Kathryn Flewellen
Associate Director

James Matlack
James Matlack
Director

An Affirmative Action Employer

HUNGER IN AFRICA

Some AFSC Perspectives

JANUARY 1985

The world is again witnessing massive hunger and even starvation in Africa—a mere decade after it saw similar human tragedy in Ethiopia, Mali and other parts of the Sahel. Again people of goodwill are responding with compassion to the faces of starvation, even as they are overwhelmed by the ever-increasing projections of the numbers of likely victims.

The American Friends Service Committee is again one of the international organizations responding to this human crisis. Although its primary focus is to help African men and women develop long-term solutions to problems of food shortage, in the current emergency it is providing financial support to indigenous agencies feeding people in Ethiopia, including Tigray and Eritrea. It is carrying out similar emergency and longer term assistance work in Mozambique, Somalia, Mali, Guinea Bissau and Zimbabwe, often working through existing AFSC development programs. In keeping with its tradition it is attempting to work with people on all sides of conflicts in the area.

Undergirding this work is AFSC's history in ten African countries over the past twenty-five years in a variety of reconstruction, relief, and development programs. The work further draws upon AFSC's international relations and conference programs that have involved people from an additional twenty countries on the continent.

As it responds to the enormous need in Africa today, AFSC continues to grapple with the causes of this tragedy and to ask itself what is needed if another famine is to be averted in another decade. The questions are complex and are being addressed within governments, in academic and research institutions, within the religious community, in social change movements, and within the United Nations as well as in private development agencies. There are yet no clear answers. For its part, the AFSC is seeking answers on the basis of its experience in Africa and on the basis of its particular spiritual insights and its belief in the inherent dignity of all people. This paper is an effort to articulate the reflections and insights which AFSC brings to the search for solutions to the problem of hunger in Africa.

Three qualifications need to be stated at the outset of this paper:

—The bulk of the discussion which follows stresses the impact of external forces on African nations' capacities to feed their people. This is not to suggest that these nations do not share responsibility for their current problems. Eagerness to achieve the benefits of industrialization has often led African governments to make choices and to adopt developmental priorities which have had unanticipated negative results. Inefficiencies, self-interest, fiscal mismanagement, biases which favor urban populations, and especially militarism are additional factors that have compounded the problems in some countries. The consequences of these internal problems, which, it should be stressed, are not unique to Africa, are particularly profound as they interact with the historic patterns and external forces which are largely outside of the control of African nations.

—Inevitably a paper of this length on a subject of such complexity must deal in generalizations. In this case, one such generalization is discussion of "the nations of Africa." Readers must keep in mind the great diversity of Africa. Its 51 countries each vary in geography and in climate as well as in the political and economic systems, culture, and history. AFSC's primary experience, and the focus of this paper, is in relation to the Sub-Saharan countries of the continent.

—By definition a discussion of hunger in Africa deals with problems. This focus should not lead the reader to the conclusion that there are only problems in Africa. In addition to a history of self-reliance, there are countries in Africa, such as Zimbabwe, which today are feeding their own people and exporting food to their neighbors, even while experiencing many of the problems common to much of Africa. Further, there are strong and progressive leaders in Africa. Finally, the men and women of Africa, as in other areas of the world, represent the brightest promise for the future. Their desire for economic as well as political independence and for self-reliance is central to a future which is free of massive hunger.

What follows is (1) a review of broad historical patterns and a discussion of issues of development which are integrally related to the current tragedy in Africa; (2) AFSC perspectives on approaches for outside emergency assistance; (3) a discussion of the elements which AFSC believes must be incorporated into successful development strategies if trends toward increasing dependency and food shortage are to be overcome; and (4) a discussion of some consequences which successful development in Africa would have for citizens of the United States and other industrialized nations.

THE CONTEXT OF FAMINE

Historic Factors Africa's current food shortages and economic dependency have roots in the history of its relationship with European nations and the western hemisphere. Before Europeans became involved, agriculture was the primary economic activity in Africa. Sophisticated techniques had evolved which were suited to the needs of the people and their fragile environment and which helped them cope with cyclical droughts and crop failures due to other causes. Adequate food, security, and self-reliance were common before European colonialization. Methods had been developed for storage of surpluses and complex patterns of trade had been developed around food availability.

The slave trade, which over a period of nearly 300 years took from Africa many of the most able-bodied men and women—totaling as many as 100 million people—severely disrupted the food producing and storing capacity in much of the continent. The colonial period which followed further damaged Africa's ability to feed itself.

Colonialism was a system for extracting wealth from the continent; agricultural products were part of this wealth. Colonial powers normally emphasized production which met their needs and tastes, not the needs of the people of Africa. Cash crops were planted for export in order to pay the taxes mandated by the colonial governments. These cash crops frequently displaced food for local consumption and undermined the productive role of women in subsistence economies.

Colonial powers oversaw the development of roads and railways in Africa. This transportation network, however, was designed to facilitate the flow of material goods between Africa and European nations, not to facilitate the development of Africa. The impact of colonialism on human resources was as profound as on the natural resources and wealth of the African continent. It created many forms of dependency and it limited human development. The education and training which were provided under colonial rule were usually inadequate or inappropriate to the needs and cultures of the African peoples.

The problems of hunger must be viewed in the context of this history. While it would be an oversimplification to argue that slavery and colonialism are the direct causes of hunger in Africa today, it must be recognized that these factors disrupted old patterns which historically had helped African people cope with periodic crop failures. They have had a lasting influence which has weakened rather than strengthened African capacities to cope with crop failures today.

Current Economic Dependency Economic development as carried out in much of Africa is fueled by desire for rapid industrialization. Unfortunately, the models which have been adopted have frequently served primarily the interests of a few privileged groups in Africa and the economic interests of Eastern and Western Europe, Japan, the United States and other industrialized nations. Many of the development plans which are encouraged and financed by these industrialized nations are large in scale and based on high technology. Even when launched with the highest of ideals, these plans frequently fail because the required technical and economic infrastructures do not exist in most African countries.

In the case of countries which have adopted socialist models for development, many efforts fail also for lack of a sufficient number of trained people to implement the centralized economic plans which normally are associated with these models.

Much of the developmental assistance characterized by high technology, whether from socialist or capitalist industrialized nations, has resulted in severe vulnerability to oil price inflation. This consequence has been a significant factor in the large scale debt of many African countries and in their increasing dependence on industrialized nations. Their debts to private banks and international lending agencies, such as the World Bank and the International Monetary Fund, rival the more publicized debts of Mexico and Brazil on a per capita basis. Yet, because of their weaker economies and smaller populations, the absolute amounts of their debts do not pose a threat to the international financial system. The countries of Africa, therefore, do not have the leverage of larger debtor nations to negotiate terms of repayment.

In this modern context, the cash crop system remains a reality in much of Africa. Agricultural exports are the primary source of foreign currency for most African nations today; much of this foreign currency is required to service their foreign debt, and little of the balance is used to better the conditions of the majority of African people who are rural and poor.

The International Monetary Fund imposes numerous conditions on debtor nations in order to assure they meet their obligations; the conditions must be met if new loans are to be secured or old debts are to be rescheduled or refinanced. These conditions frequently include requirements that the debtor nations export products and reduce imports in order to gain foreign currency, requirements that they devalue their currencies, and requirements for other changes in the management of their economies. Similar conditions for economic and developmental assistance to Third World countries are now being established by the United States government.

Many countries of Africa, regardless of political orientation or alliance, have thus lost or are losing control over their own economies. The pressure to export tends to exacerbate the problems of economies which in many cases were already distorted and which have traditionally provided raw materials to the rest of the world. As many African nations are required further to emphasize production and development of their resources for export, they are increasingly placed in the position of having to import basic necessities for their own people.

Women and Development Women represent a critical economic factor in African nations, especially in relation to food production. They comprise

60-80% of the agricultural labor force. Yet their work is normally outside of the cash economy and is ignored by governmental development and outside assistance plans. Models for economic development are frequently implemented which provide training to men and give them access to new technology. The consequences of this pattern often include disruption of social and family structures, worsening of the conditions and the status of women, and implementation of development schemes which ignore the needs of a very significant portion of a nation's productive work force.

Poverty and People Rarely do middle class and wealthy people go hungry in the countries experiencing drought or famine. Food is usually available to those with money. It is the poor—and usually those in rural areas—who go hungry; indeed, even in normal times they often exist on the margins of national economies.

Artificially low food prices are maintained in many African nations. This practice, combined with direct subsidies from governments for various staples for urban consumers, favors urban over rural populations. The inadequate returns to rural food producers provide them with little incentive to invest their resources in food production for the domestic market.

The high population growth rate in Africa is frequently cited as a primary cause of famine in Africa today and is undoubtedly a significant factor. It means that there are more mouths to feed, compounding the impact of the economic forces which reduce the amount of food produced for domestic consumption. There are thus close relationships between poverty, hunger and population growth. These correlations are frequently stated as cause and effect; population growth the cause, and hunger and poverty the effect.

The experience of the AFSC and others suggests, however, a more complex relationship among these factors. We have observed that people who live close to the edge of survival require the labor of many hands to fetch water and ever more scarce firewood, to work the land, and to prepare the food. People who experience high infant mortality and pervasive childhood disease seek to perpetuate their families by having many children in the hope that at least some will survive to adulthood. It is natural and rational for them to seek security in large families.

From this perspective, it is not population growth which causes poverty and hunger, but poverty and hunger which invariably provide a context for high birth rates and population growth. Efforts at reduction of population growth must start with this understanding.

AFSC's experience in parts of Africa suggests that women's involvement as producers in the cash economy and their control over their earnings are critical factors in raising their self-esteem and enhancing their status. These conditions enable them to provide better nutrition and care for their children and enable them to play new roles in community and family decision-making. Such new conditions often heighten their interest in spacing their children, strengthen their ability to assert this interest, and can lead to increased control by women over their own lives.

Improvement of nutrition and of health conditions—something which can be accomplished relatively inexpensively—is one prerequisite for eventual reduction of population growth, although its immediate impact is an increase in people on both ends of the age spectrum who are dependent on others and also must be fed.

Militarism and Instability Many of the countries of Africa currently facing famine are also involved in wars, civil strife, or threats to their stability and security. Mozambique, one of the countries most hard hit by the current drought and food shortage, is at the same time confronted with South African-backed guerrilla forces which are wreaking havoc on the nation's economy and infrastructure. Ethiopia has been involved in military conflict for many years with Somalia and with separatist or autonomist movements in Eritrea and Tigray. Chad's civil strife has been exacerbated by military intervention from Libya and France.

The frequent correlation between hunger and military conflict reflects the terrible consequences of militarism and fighting in Africa where cyclical droughts and the negative impact of inappropriate development already make millions of people vulnerable to hunger and starvation. Nations which are involved in military conflict or threat, or which face concerted destabilization, end up channeling their already limited national resources into armies and military hardware rather than into the needs of their people, and may be tempted to respond to people's needs with force rather than with appropriate assistance. When famine situations develop, military priorities, instability, and insecurity make relief efforts all the more complex, as is now the case in Ethiopia.

A further destructive consequence of militarism in Africa is its relation to foreign debt. Military assistance, whether from East or West, rarely comes without a price. The assistance is often in the form of arms sales for which payment is required, thus deepening foreign debts of African nations to industrialized powers.

South Africa plays an important role in relation to the needs and policies of the nations of southern Africa. It supports dissident forces in the nations to its north. It is involved in destabilization of their economies, and it employs the implicit threat of military force against their independent development. All these policies paradoxically work to assure continued economic dependency by the frontline nations on South Africa—as markets for South African products, as suppliers of migrant labor for South African mines and industry, and as buffers against movements for majority rule in South Africa.

International Economy and Food The economic conditions noted above have a particular impact on the capacity of African nations to feed themselves. Ethiopia, the nation which is suffering the most dire shortage of food in Africa today, continues to grow coffee for export to the industrialized nations of the world and vegetables for winter consumption in Europe. Much of the foreign currency earned is used to pay the Soviet Union for arms. Other African nations typically export flax, cocoa and cotton in order to repay loans to other nations or institutions. The best land and resources are frequently devoted to the export crops, leaving increasingly marginal land to be cultivated for food for local consumption and available for subsistence farmers and herders. Not only are the resulting food crop yields lower, absolutely and per hectare, but the land also suffers. Over-cultivation and over-grazing reduce the productivity of the land still further. All factors combine to reduce the quantity of food for consumption by Africans now and, through continuing environmental destruction, well into the future.

The demands for debt repayment from industrialized nations and lending agencies have had a further impact on production of food for use in Africa. The economic ties with industrialized nations required by the debt relationship have frustrated efforts at regional cooperation and trade among African nations; such regional cooperation traditionally included mutually beneficial trade patterns.

REFLECTIONS ON FAMINE RELIEF

While the American Friends Service Committee is not primarily a famine relief agency, it has been involved in relief work in almost every part of the world over its 67-year history. Out of this work have come a number of perspectives which are relevant to the current situation in Africa.

Quick action from outside relief agencies is needed in situations of severe famine. However, such aid must be provided wisely. Droughts are cyclical in many parts of Africa and traditional means of coping with them have been destroyed. When outside relief efforts serve to reenforce economic patterns which deprive local people of the products of their own agriculture, and when outside relief efforts draw people off their land, ignore their capacity for independence, and concentrate them in artificial groupings away from their means of livelihood, then the relief efforts can produce even greater long term dependency on outside aid. The result may be a population that is not only less self-reliant but also more vulnerable to future calamities.

Central to all emergency relief undertakings should be the recognition that the emergency, however dire, is short-term and that the temporary recipients of the aid have been independent in the past and desire to be independent again, once the crisis is past.

AFSC suggests the following principles for relief work:

1. Relief must be offered in a way which recognizes the dignity of the people who receive it. This principle applies regardless of political considerations and must be honored not only in the provision of assistance, but also in the public relations efforts to raise funds for emergency relief.

AFSC staff who worked in Mali after the severe famine of 1968-1974 were impressed by the fact that dispossessed people, even while facing starvation, retain extraordinary strength, adaptability and ingenuity in coping with their hardship. This observation echoes reports of AFSC workers over the years in many lands. Outside assistance should be provided in full awareness of this resilience and should be provided in ways that call it forth rather than impede its realization. This resilience—a reality which helps to sustain many relief workers—must be portrayed to the public in the donor nations. Portrayal of suffering and misery alone denies the strength and dignity of people who temporarily may be dependent on outside assistance.

2. Relief should be given, to the extent possible, through existing structures in the affected countries—the closer to the community level the better. Local participation in decisions and in implementation of relief efforts should be emphasized. Not only is this pattern sensitive to local perspectives, it can also strengthen local structures and their ability to deal with future crises.

This principle leads to an emphasis, where possible, on taking food to people rather than requiring people to come to feeding stations. If such decentralized delivery can be achieved, it reaches those too weak to travel, it allows people to remain in their villages where they can care for their livestock and be ready to plant their fields once the rains return, and it supports cultural cohesion.

3. Food supplies for relief operations should be purchased, when possible, in the country being aided. As noted above, food is often produced in regions which have received enough rain or where there is irrigation, even as other parts are experiencing severe drought and even famine. However, internal transport is often lacking and people affected by drought and poverty cannot afford to purchase food. Purchase and distribution of local food by relief agencies serves three purposes: it meets the problem of starvation; it supports and strengthens the country's economy; and it does not disrupt normal eating and cultural patterns.

4. Aid should be given, when possible, in ways which strengthen people's capacities to be self-sufficient and to live in dignity. In addition to basic foods, it may include such items as cooking and grinding utensils so families that are in feeding camps can live as family units. Seeds for planting and basic agricultural tools may be provided so that planting can begin for the next harvest. Similar assistance may be provided to pastoralists who may have lost their animals. Where possible, employment for drought victims should be provided in such productive endeavors as agriculture, land reclamation and road building. Such employment provides desperately needed income that enables people to purchase food, while it also meets emergency and long-term needs of the countries. It allows

people to work productively and in dignity rather than forcing them to be passive recipients of relief, stripped of their dignity.

FAMINE AND DEVELOPMENT

Recurrent famine in many parts of Africa must be addressed through wise development plans. This much is clear. Less clear is the precise nature of those development plans. This issue is currently the subject of wide-spread search and debate in Africa and around the world. The AFSC has no more clarity than others on the specifics, but it is confident about some of the elements which must be considered in future development plans.

1. Many African nations will need long-term development assistance from the industrialized and more affluent nations of the world for many years. It should be provided in a way which is sensitive to the needs and particularities of the individual nations. The assistance should be provided at a scale which allows community participation in planning and implementation and at a technological level which is appropriate to community needs and capacities. A fundamental aim of long-term assistance should be food self-reliance for the millions of African women and men who are now dependent on imported food.

2. Effective strategies for economic development and food production will require recognition of the particular economic role of women. Aid programs and governments must involve women in planning and implementing development programs, and they must assure that women as well as men benefit from the programs.

3. New international financial arrangements must be devised which free debtor countries from the requirements of export of crops and minerals as their primary role in the international economy.

4. The United States, the Soviet Union and all nations must recognize the legitimacy of African nations choosing their own economic and political systems to meet the needs of their people.

5. The nations of Africa ultimately are responsible for finding solutions to the military conflicts on the continent. Nonetheless, the industrialized powers have the responsibility to abstain from outside manipulation and escalation of local conflicts and from placing them in the framework of the Cold War or other international conflict. They must further refrain from arms sales which deepen foreign debts and make local conflicts more lethal. The United States and Western European nations must use their considerable leverage to stop the destabilizing efforts and military intervention of South Africa in the southern portion of the continent. Only when the people of Africa are freed from the suffering caused by war and the distorting effects of militarism on their countries will the necessary resources, energy, and commitment be devoted to development of economic systems which meet the needs of people.

Dilemmas In setting forth these recommendations, the AFSC recognizes that difficult problems remain, often in the form of intractable dilemmas.

For African governments, politically difficult judgments are required and choices will have to be made among unsatisfactory options. For example, long-term investments in a nation's infrastructure will have to be weighed against immediately needed social programs. Decisions on whether to increase food production for local consumption will have to be balanced against the resulting reduction in exports and the consequent lessened ability to import petroleum to serve the needs of industry and provide amenities which are now considered basic—such as electrical service.

Those who provide developmental assistance similarly face dilemmas which would have to be addressed even if all of the above recommendations were implemented by industrialized nations, lending agencies, and private agencies. The AFSC and others that wish to respect the self-determination of nations and that also have developed important principles for their development work face difficult choices, for their principles may conflict with particular development strategies or requests for assistance from governments.

For example, at particular times and places a government may determine that military assistance is of higher priority than rural development. Or the principle of inclusion of women in planning and implementing development schemes may be in tension with particular cultural patterns or with a goal of full employment of heads of households. There may be differing perspectives on the value or even the viability of large-scale, high technology projects. A small project may be successful, but it may not be replicable for a sufficient proportion of a large, needy population.

There are no neat solutions to these dilemmas. Fine judgments are required of all parties in the development process, and relative successes will be the result of careful work and respect among them.

IMPLICATIONS FOR U.S. CITIZENS

Long-term solutions to the problems of hunger in Africa will have consequences for the people of the United States and other industrialized nations.

1. The U.S. government is playing a leading role in response to famine in Africa today, as it has in other parts of the world at other times. Such governmental response, at increased levels, is essential and in the best tradition of American humanitarianism, for the needs are beyond the capacities of local governments and of voluntary relief agencies. Yet many components of the U.S. government's response to famine in Africa are designed primarily to meet economic and political imperatives in this country. Federal law and practice require that food stuffs provided through governmental programs be of U.S. origin and that they be transported in U.S. ships. The aid is provided under legislation which was designed to dispose of U.S. agricultural surpluses and create new markets for U.S. crops.

The economic health of U.S. shipping and the stability of U.S. farm prices are urgent and legitimate concerns for U.S. policy, and in certain circumstances U.S. food surpluses can be used effectively in meeting emergency needs in other countries. Domestic considerations, however, ought not be allowed to dictate the nature of our nation's response to the tragedy of famine in Africa or elsewhere, and a new basis in law for humanitarian assistance should be developed. For when domestic considerations dictate the form of our humanitarian relief, they can result in assistance which is not appropriate. Moreover, they can preclude more effective assistance and may even undermine the capacity of recipient nations to develop strategies for self-reliance which would allow them to feed their own populations.

2. A lasting response by industrialized nations and international agencies to the problem of hunger in Africa must go beyond emergency relief. Long-term development aid is needed. It must be free, however, of impositions of particular economic models which are compatible with the economic or global political interests or ideology of the United States or any providing nation. Rather economic models should be supported that are relevant to local people and that meet their needs.

3. Economic development in Africa which is designed to meet the needs of Africans will likely have some adverse economic consequences for people in the United States and other developed nations. These populations

will no longer be primary beneficiaries of the riches of African resources. Increased prices for consumer items such as coffee, cocoa, and cotton may result. Moreover, efforts to free African nations of the most onerous conditions related to their foreign debt could have repercussions on the profitability of U.S. investments in Africa or of banks at home. Such would be a price of a more just international economic system—and of an Africa freed of outside obstacles to feeding its own people. In the long run it is likely that an economically healthy Africa will mean greater stability, peace, and even prosperity for other parts of the world as well.

4. All of this will require a radically different relationship between industrialized nations and the nations of Africa. No longer will Africa be the supplier of resources to serve the U.S. and other nations' needs—as it has been since the earliest days of slavery and colonialism. And perhaps more profoundly, no longer will we see Africans portrayed as helpless victims and needy recipients of charity. Our assistance to the people of Africa as they build self-reliant societies will call on our deepest values and most profound humanitarian instincts, and can help to build a world of strong and diverse peoples and of respect among all of them.

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February 4, 1985

Edward M. Kennedy M.C.
Ranking Minority Member
United States Senate
Committee on the Judiciary
Washington, DC 20510

Dear Senator Kennedy:

It was good to hear in your letter of January 5 that you were impressed by our staff and programs in Ethiopia. As you witnessed, our program of emergency feeding is truly a mammoth undertaking.

In response to the substantive issues you raised and the legislation CRS would recommend, I offer the following thoughts.

On the whole we support Weiss-Wolpe (HR-100). It is comprehensive containing both food and non-food provisions which we think is essential. We also believe that the overall level of assistance it seeks is responsive to the need, though the time-frame of the fiscal year may be too contracted.

If the bill means the aid is available for the fiscal year, we could face the prospect of trying to absorb the amount in a 7 or 8 month period, which could be difficult. We would prefer to see the food aid made available for at least a full 12 month period and the non-food aid - particularly the rehabilitation elements - available till spent.

We do from time-to-time receive offers of food which we cannot accept because we can't afford the shipping costs. In such cases, provision for ocean freight reimbursement would be welcome.

AID's Office of Foreign Disaster (OFDA) was not formulated to deal with famine relief a la Ethiopia. The Congressional intent was to create an entity with the capability to respond fiscally and materially on a short-term basis to natural calamities such as earthquakes, floods, hurricanes and typhoons. To this end OFDA's annual budget has remained fixed at $25 million. OFDA has developed its own guidelines to husband these funds and traditionally has rejected requests for vehicles, seeds, tools, shelter (housing), or any long term (over 90 days) undertaking.

Famine relief now requires not only commodities but funds for in-country transport as the local government economies continue in a downward spiral, especially in Africa. Famine relief requires inputs of medical assistance, shelter, agriculture rehabilitation, water sanitation, warehousing; expenditures which force OFDA out of short-term commitments and greatly exceed its annual budget. In Ethiopia alone CRS has requested in excess of $50 million in support funds from OFDA to cover inland transportation costs. This longer-term, more expensive involvement comes at the expense of equally valid short-term emergencies. We are now being informed that OFDA cannot support assistance to typhoon victims in the Philippines because of African priorities.

OFDA should have a budget that earmarks up to $100 million for famine relief in addition to the $25 million for short-term emergency relief. Its authority must also be extended to fund all related inputs as described above. Perhaps the best solution is the creation of a separate office to deal with and fund famine relief. This office could be empowered to unify the review processes of famine relief resource requests, which would coordinate and facilitate decisions on allocations of food and funds.

In emergencies, the composition of food assistance is extremely important. What is needed when people are starving are processed foods. Whole grains are often almost useless at such times: the starving in places like Ethiopia don't have the tools to grind them or, in the case of the severely malnourished, the ability to digest them. This is especially true of children.

Recovery programs are often nearly as important as food. In the short-term that means seeds, tools, fertilizer, draft animals and other essentials to put people back into productive lives on their land. That is why we advocate so strongly that any relief legislation contain a substantial recovery component; without it food aid could prove to be just a band aid.

We are also concerned that this crisis should lead to a real commitment to long-term development in Africa and we will be advocating legislation to that end. As we develop specifics from our own operational planning, we will inform your staff.

In terms of other legislative action, we believe that the U.S.G. should naturally increase its funding for IDA and IFAD over the coming years. Both of these organizations provide assistance on an internationally funded basis that is needed, useful, and complimentary to unilateral U.S. efforts. They need support and the U.S. should lead the way.

There is at present some confusion as to just what the Hickenlooper amendment prohibits and doesn't prohibit. This is most immediately a problem in Ethiopia and one which we are investigating.

One piece of draft legislation which we strongly support will be introduced by Tony Hall (D. Ohio) in the course of the debate on the Farm Bill this session. Hall's draft proposes increased levels of PL 480 yearly through 1990 and advocates multi-year Title II agreements with PVO's such as CRS; an improvement we have argued for in public testimony before the Congress.

I appreciate your interest in our programs and planning. I enclose a scope paper on a development initiative for Africa which you may find interesting.

I would also like to thank you for your very generous gift to CRS and those from some of your friends whose donations you passed on.

Sincerely yours,

Lawrence A. Pezzullo
Executive Director

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January 31, 1985

WORKING PAPER ON
LONG RANGE DEVELOPMENT STRATEGY
FOR AFRICA

The current food crisis in Africa did not emerge this year or last, it has been building for many years. The recent drought has only exacerbated already deteriorating conditions. The great human tragedy of widespread starvation in Ethiopia and other countries in Sub-Saharan Africa has starkly dramatized the continent's deep and persistent problems which are rooted in the chronic and often desperate poverty of the majority of its populations. The underlying reasons for the African famine are varied and complex. They include political instability, lack of adequate agricultural policy incentives, limited resources available to governments, poor transportation and communications infrastructures, erratic weather patterns, extensive deforestation and soil erosion and inadequate technical and managerial capacity. These deficiencies will likely remain after the current drought has ended, and Africa will thus continue to face food shortages and extensive malnutrition for sometime to come.

Such grim prospects should claim the attention of all the parties now engaged in relief efforts in Africa--donor countries, African governments, international organizations, private voluntary agencies and, hopefully, the many individuals who have made their concern known during this crisis. What needs to be done in the short term is clear. Commodities and other resources must be provided from external sources to stabilize the food situation and to provide basic medical services for hunger-related diseases. Even as this is being done, however, it is necessary to look beyond the present to begin formulating programs of recovery and development which will allow those now in jeopardy to return to productive lives and to improve their ability to provide for themselves and their families.

Catholic Relief Services has a long history and an extensive presence in Sub-Saharan Africa. The agency has been deeply involved in both relief and development programs there and is committed to expanding its activities. To do this effectively and with longer term impact on the causes of the problems involved, we will have to work cooperatively with other agencies and to carefully target programs and resources. There are some areas where change and improvement are needed that are beyond the capacity of any private agency to address. We cannot change the weather or influence the terms of international trade. But private agencies have certain advantages in their method of work, and we must seek to capitalize on these in recovery and development activities.

Private agencies with longstanding commitment and presence in Africa, particularly in rural areas, work from a base of trust and confidence among local communities which is essential for effective development programming. In addition, the usual method of operation of private agencies, which is typically,through indigenous private groups, a source of strength in fostering developmental change at the grassroots level and can complement and enhance governmental efforts on a larger scale. The operational costs borne by PVOs are generally lower than those of government agencies, which enables those organizations to make more cost-effective use of what are often scarce resources. Finally, private agencies are relatively small and free of many of the bureaucratic constraints that tend to limit government entities. This means--or should mean--that decisions can be made quickly, with an active sensitivity to local community needs and that such organizations are open to applying new and innovative methods to persistent developmental problems.

For the community of private agencies, we believe, the task is to build on recognized strengths to deal with developmental problems in a realistic and effective manner. Clearly, private agencies cannot do all that needs to be done, but we do have a contribution to make based on a past record of action. We have a capacity to contribute to the alleviation of immediate suffering and to the ability of communities and individuals, especially in the rural areas, to deal with an solve their resource problems at the local level. We should seek to avoid static responses, but rather to develop a program framework that is flexible and future oriented through which we can anticipate and adapt to changing situations.

In this context, we should propose three areas of primary emphasis for development programming:

1. Agricultural productivity aimed at improving and enlarging the means of production, processing, preservation and distribution of foodstuffs.

2. Water management aimed at increasing and improving the sources of water, its storage and use for human consumption and agricultural employment.

3. Reforestation aimed at teaching and putting into practice forestry activities in a systematic way supportive of crop production, animal husbandry and soil preservation and enrichment.

This emphasis, we believe, speaks directly to African needs, lends itself to programming at the grass roots level and can be effectively operated through the networks open to or created by private agencies in the field. It should be clear that this focus is not discrete, but part of an integrated approach, with each element related to the other.

Though these general terms of reference do, we believe, address existing needs in realistic terms, the design and implementation of individual programs will have to be country-specific. Africa is a large and diverse continent. Ethnic, cultural, ecological and a host of other factors vary greatly from region to region, and often from country to country. Actual programs will have to be designed to be sensitive to conditions on the ground, particularly to expressed local community needs and capabilities. Key features in designing programs such as available incentives, access to credit, types and emphasis of educational and training elements and the best means of assuring fullest community participation will have to be carefully weighed.

To launch sustained programming in these areas and containing the necessary elements will require long-term effort and a high degree of cooperation among private agencies. For our part, we recognize that the effort will require an expansion of the existing CRS resource base and a more systematic analytical approach to defining issues and possible solutions. To begin, we would propose to establish joint interdisciplinary assessment teams with other PVOs and also composed of professionals in such fields as agriculture, water management, forestry, rural sociology, economics and anthropology.

The teams would conduct a careful review of relevant information and research in the U.S. They would then travel to Africa with a scope of work written to stress two principal points. The first would be to identify in individual countries specific priority problem areas susceptible to being addressed through the efforts of private agencies. The second would be to examine the current role of cooperating PVOs in-country, their organizational capability, competence and general ability to mount programs to meet defined priority needs. As part of this process, the teams would examine the resources available, current efforts, local infrastructure and other contributing factors.

The reports produced by these teams would be consolidated in the U.S. and combined into a study document which would become the basis for formulating specific project proposals. Each proposal would contain the following elements:

A. Definition
    1. Baseline Data
    2. Verifiable Indicators
    3. Reporting and Evaluation
B. Inputs
    1. People
    2. Funds
    3. Commodities
    4. Technology
C. Methodology
    1. Implementation Schedule
    2. Delivery System
    3. Accountability
    4. Infrastructure
D. Evaluation
    1. Field Trips
    2. Progress Reports
    3. Long Term Impact Assessments

At every stage of the design, the projects should be informed by an active sensitivity to local conditions and attitudes and be framed within the context of overall development efforts in each country.

We view this as an ambitious undertaking, but one that has the potential of helping to increase cooperation among agencies and the impact of their programming in Africa. We would welcome comments and expressions of interest from organizations willing to cooperate in this effort.

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February 19, 1985/158

The Honorable Edward M. Kennedy
United States Senate
Washington, DC 20510

I have read with much interest your statement of 7 February before the Senate Subcommittee on Immigration and Refugee Policy. I have been impressed by the sensitivity and understanding which that statement and other reporting on your visit to Ethiopia and Sudan demonstrate.

In particular we support strongly your call for "mercy corridors" or some alternative safe passage arrangement for food supplies into areas which are not under the control of the Ethiopian government. We believe with you that the most useful role for the United States government in this area would be to enlist the cooperation of the Soviet Union in convincing the Ethiopian government of the necessity of a safe passage agreement. We encourage you to continue to give this matter highest priority. While one might agree with your statement that "There is no question that today's severe drought is the primary source of the current tragedy," it needs equally to be said that the willingness of the United States government and the Soviet Union to provide high levels of military assistance to Sudan and Ethiopia, thus fueling both internal and regional tensions in both countries, is a factor which contributes very directly to the severity of the famine crisis. It is warfare and not the weather which makes "mercy corridors" the most immediate need in Ethiopia today.

I also want to express support for the specific recommendations which your statement makes, especially those concerning agriculture reforms, aiding small farmers, the role of women and environmental protection. To this list should be added a closer look at the issue of agricultural production for export in the region. I am sending you for your information a copy of a January 1985 paper on the food situation in the Horn of Africa by Henry Rempel, a Canadian economist working with Mennonite Central Committee and the Institute for Development Studies in Nairobi. Using World Bank and FAO data Rempel shows that Ethiopia and Sudan, together with four other eastern Africa countries, made a net contribution of $1.5 billion worth of agricultural commodities to the rest of the world during 1980. While internal agricultural policies are a part of the reason for this, international terms of trade are also a major part of this anomaly.

Once again we express our deep appreciation for your strong support for a more enlightened response to needs in this part of Africa.

Yours sincerely,

Timothy C. Lind
Co-Secretary for Africa

sw

cc: Reg Toews
Stuart Clark

Enclosure

The Food Situation in the Horn of Africa

by

Henry Rempel

Research Associate
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Abstract

In this paper, available data from World Bank and Food and Agriculture Organisation sources are presented in a brief, summary discussion of the food situtation in Ethiopia, Kenya, Somalia, Sudan, Tanzania and Uganda. Subjects discussed include: food production, food imports, food aid, food exports, land use, rural demographic issues, and aggregate investment patterns. The intent is to make current data available in a summary form, plus indicate sources that can be used to periodically update such information.

Mennonite Central Committee
P.O. Box 14894, Westlands
Nairobi, Kenya

(January, 1985)

The Food Situation in the Horn of Africa

1. The International Exchange of 'Food'

According to North American media, sub-Saharan Africa has a growing "food deficit" problem. One quarter of the population is seen to be hungry; twenty per cent of the grain needs are met by imports; some 3 billion dollars are being transferred annually to the richest countries of the world in payment for food [Frankel, 1984: A30].

It is a North American perception that it is American food production which provides the ultimate means of survival in sub-Saharan Africa. The U.S. Department of Agriculture has estimated African food imports will need to increase by a multiple of two or three times during the 1980's merely to close the gap between food production and population size [North-South Institute, 1983: 2]. A failure to rely on food aid and food imports will result in periodic, regional famines.

This North American perception is based on an analysis of a sub-set of agricultural production, primarily cereal grains. When total agricultural production is considered, there are only a limited number of African countries in a deficit international trade position. The observed food deficit arises because significant amounts of agricultural production in Africa are exported, primarily to developed countries. These exports include such semi-exotic foods as coffee, cocoa, tea, bananas, groundnuts, and sugar and such industrial crops as cotton, sisal, rubber, palm oil and pyrethrum. Therefore, sub-Saharan Africa's growing "food deficit" can also be seen as a growing international exchange of semi-exotic food and industrial crops for North American grain.

In an attempt to make this international exchange more specific, we have drawn together a set of relevant data for the six countries in the area of the Horn of Africa: Ethiopia, Kenya, Somalia, Sudan, Tanzania and Uganda. A primary focus is the food situation. To place the food situation in perspective, we also discuss briefly demographic, production and trade variables. As data are drawn from international sources, all information is given as national totals only. With these data one cannot analyze regional differences within any one country.

2. The Growing Food Problem

The nature of the food crisis in Africa has been documented extensively. The calories of food available per capita in 1980 was estimated to be ten per cent less than it had been ten years earlier [Crawley, 1980: 27]. As of 1975, in 30 of the 50 countries in Africa, at least 15 per cent of the population was malnourished [Scrimshaw and Taylor, 1980: 28]. In 27 of the countries there have occurred one or more famines in the 1950 to 1979 period [Kidron and Segal, 1981: Map 44]. In 19 countries the rate of growth of population now exceeds the rate of growth of food production [Frankel, 1984: A31]. Currently five countries face "severe food shortages" while an additional 14 have "inadequate food supplies" [Rogal, et. al., 1984: 23]. Of the six countries of immediate interest, Sudan, Ethiopia and Kenya are listed in the first group while Tanzania and Somalia are in the second group.

The growing dependence on imported cereal grains in sub-Saharan Africa is evident in the increase in imports of cereal grains from 7.7 kgs. per capita in 1961-63 to 32.7 kgs. per capita in 1980-82 [Cleaver, 1984: Table 9]. In part, this reflects the rapid increase in per capita income for a sub-set of the population in these countries. Diet patterns change as income increases. At low levels, approximately $250 to $300 per capita, calorie intake is drawn primarily from the local staples. From that level of income up to approximately $750 per capita there is a noticable shift in preference away from local staples to wheat and rice. Beyond that income level, a more varied diet is sought through an increased use of fats, sugars, fruits, vegetables and animal products.*

The process of change in preferences toward wheat (and to a lesser extent maize) is encouraged through food aid. For sub-Saharan Africa, food aid in the form of cereal grains has increased from 2.7 kgs. per capita in 1975-77 to 6.4 kgs. per capita in 1981-83 [Cleaver, 1984: Table 10].

The food situation in the six countries under study is presented in Table 1. As a point of reference, where possible, the weighted average for low income countries (excluding China and India) and tha weighted average for middle income countries are provided as well.**

As indicated in item 1 of Table 1, for low income countries food availability, measured in terms of calories, was improving gradually from 1960 to 1977, and then deteriorated somewhat. Middle income countries, in contrast, started with a higher level of food availability and were able to sustain the trend of improved food availability through 1981. In the Horn of Africa, Ethiopia and Kenya show a deteriorating situation throughout, stabilizing well below daily requirements from 1977 to 1981. Tanzania and Uganda showed improved food ability through the 1960's and a deteriorating situation from 1970 onwards. Somalia shows the exact opposite. Only in Sudan has there been continued improvement in food availability over the two decade period.

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*

These ranges are very rough approximations and would vary some from country to country, depending in part on the relative prices of these types of foods. The income ranges are given in 1980 U.S. dollars.

**

For 1982, low income countries were the 34 countries with a per capita Gross National Product [GNP] less than $425. Middle income countries were the 60 countries with a GNP greater than $425 but less than $7000. In 1982 five of the countries were low income; the exception was Sudan, which was ranked as the lowest of the middle income countries [World Bank, 1984: Table 1].

TABLE 1. Food Consumption, Food Production, Food Imports and Food Aid in the Horn of Africa

	Ethiopia	Kenya	Somalia	Sudan	Tanzania	Uganda	Low Income Countries+	Middle Income Countries
1. Daily Calorie Supply Per Capita: 1981	1758	2056	2119	2406	1985	1778	2082	2607
As a Percentage of Requirement: 1960	91	99	89	83	90	97	87	100
1970	87	95	82	91	91	98	90	101
1977	75	88	88	93	89	91	96	109
1981	76	88	100	99	83	80	91	111
2. Protein (grams/day)								
1960	72	68	76	65	46	51	52	60
1970	69	65	68	66	49	55	52	60
1977	61	61	65	68	48	59		
1980	59	56	78	69	46	50	57	65
3. Average Index of Food Production (1969-71=100)								
1977-79	84	92	85	105	94	90	97	107
1980-82	82	88	60	87	88	86	97	111
4. Cereal Imports (000's metric tons)								
1974	118	15	42	125	431	37	8337	41418
1982	273	194	406	611	360	68	6493	66303
5. Food Aid in Cereals (000's metric tons)								
1974/75	59	2	110	50	148	16	4029	2390
1981/82	178	115	175	185	254	49	3391	4463
6. Projected Cereal Shortfall for 1984/85 (000's metric tons)								
-Marketing year	Jan/Dec	July/June	Jan/Dec	July/June	July/June			
-Total Shortfall	900*	900	220	850	430			
-Estimated Imports	100*	475	70	200	174			
-Food Aid Required	800*	425	150**	650	256			

+ Low income countries excluding China and India.

* Reflects estimated logistic capacity rather than actual cereal requirements.

** Primarily reflects food aid required for the refugee population.

SOURCES: Item 1 - 1960 and 1970, World Bank, 1983, Vol. 2: Social Data Sheets 1 and 2; 1977, World Bank, 1981: Table 22; 198[illegible], World Bank, 1984: Table 24. Item 2 - World Bank, 1983, Vol. 2: Social Data Sheets 1 and 2. Item 3 - 1977-[illegible], World Bank, 1981: Table 1; 1980-82, World Bank, 1984: Table 6. Items 4 and 5 - World Bank, 1984: Table [illegible]. Item 6 - Food and Agriculture Organization, 1984: 5.

Food availability measured in grams of protein per day shows trends very similar to that of calories (item 2 in Table 1). Among the six countries there is considerable variation in the amount of protein available per capita, but all exceed the 1971 FAO recommended minimum of 40 grams per day (Poleman, 1981: 12].

Food availability is deteriorating because food production per capita is declining (item 3, Table 1). The one exception was Sudan, which shows a higher level of per capita food production in 1977-79 than in 1969-71. Even there, a significant deterioration has set in after 1977-79. All countries have experienced at least a ten per cent decline in food production per capita during the 1970's. In contrast, low income countries have experienced only a three per cent decline while middle income countries have increased food production per capita by eleven per cent during the decade.*

The deterioration of food availability need not correlate directly with the deterioration in per capita food production as the countries had different capacities (or willingness) to import cereal grains (item 4, Table 1). Five of the six countries were receiving large quantities of food aid in the 1981/82 crop year. The favourable effect of food imports and food aid is especially evident in Somalia and, to a lesser extent, in Sudan. Of interest, in 1981/82 the middle income countries received more food aid than the low income countries excluding China and India.

The Food and Agriculture Organisation [FAO] projections for the coming crop year show a growing dependence on food aid (item 6, Table 1). Kenya, because of the drought, is seen to have an especially large shortfall through June of this year. Ethiopia, again because of the drought, has a projected shortfall in 1985 in excess of its logistical capacity to import and distribute food. In Sudan there is a sharp increase, relative to 1981/82, in the need for food aid. The reason given is the drought in the northern part of the country (Food and Agriculture, 1984: 4]. A comparison of projected 1984 cereal grain production with actual production in 1982 shows a drop of 600,000 metric tons of coarse grains [Food and Agriculture, 1984: 25]. Also, Table 1 shows a large decline in Sudan's ability to import cereal grains between 1981/82 and 1984/85.** Tanzania's requirements remain high, but have stabilized. Somalia's projected food aid needs are for its sizable refugee population. Only Uganda is shown as able to produce enough for its overall food needs.

It should be kept in mind that FAO projected food needs represent an attempt to match excess production of cereal grains, primarily in North America, with foreseen food deficits. The FAO projections are an indicator that a food problem exists. In part, such a projected deficit reflects a shift in taste preferences, away from local staples to wheat and rice, among the emerging elite. The portion of the projections actually reflecting a food shortage, would be best met, in almost all cases, with increased supplies of whatever are the local staples of the people involved. In some cases these could be purchased in other parts of the same country. Also, they likely could be imported at costs below those of purchased cereal grains, but not at prices less than cereal grains in the form of food aid.

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* This does not necessarily mean food production has declined. All six countries experienced rapid population growth during the decade (see item 2, in Table 2).

** This decline in capacity to import cereal grains could reflect a combination of a variety of factors: less cotton produced, lower cotton prices, pressing import needs in other parts of the economy, increasing cost of imports, or a change in government priorities. We do not have access to information on Sudan to be able to identify which of these factors are involved.

3. Demographic Variables Related to the Food Situation

One major thesis on Africa's food situation focuses on population growth [Eicher, 1982: 151]. Given the failure of food production increases to keep pace with population growth, and given widespread poverty, many go hungry; malnutrition is prevalent.

In the previous section we already noted the decline in food production per capita in all six countries during the 1970's. Here we examine the denominator in that ratio: population growth.

A comparison of the low income country and middle income country rates of growth of population (item 2 in Table 2), indicates the low income countries were following the middle income countries by one decade. The exception is the projected rate for 1980 to 2000; the rate of growth declines in middle income countries, but it continues to increase for the low income countries. The primary reason for this difference is the much larger decline in the crude birth rate for the middle income countries than for the low income countries (item 3, Tables 2).

In the Horn of Africa, as is shown in Table 2, the increased population growth reflects primarily the rather dramatic decreases in the infant mortality and child death rates. Crude birth rates have remained fairly static during the period 1960 to 1982.

Of the six countries, only Somalia has a population growth rate pattern similar to that of middle income countries. The reason for the lower growth rates is the smaller decline in the crude death rate than for the other five countries. Both the infant mortality rate and the child death rate were higher and have remained higher in Somalia. Sudan's rate of population growth peaked in the 1970's but at a rate somewhat higher than the average for low income countries. Therefore, the projected rate for 1980-2000 remains at a level equal to that for low income countries. Sudan has experienced a slight decline in the crude birth rate and only a moderate decline in the crude death rate. The infant mortality rate has remained relatively high.

In both Ethiopia and Uganda there was a decline in the rate of population growth during the 1970's. For Ethiopia this could signal a downward trend as the birth rate has started to drop, but the level of the crude birth rate is still too high, relative to the crude death rate, to signal a significant reduction in the rate of growth of population. In Uganda it may well reflect the turmoil during the period of the Amin administration. Where the infant mortality and child death rates were below average in 1960, they are both above average for low income countries in 1982.

In Kenya and Tanzania the rate of population growth increased throughout the period. In Kenya, the combination of an unusually high crude birth rate and a very low crude death rate is causing the population to double approximately every 16 years. Both countries have a commendable record with reference to reduced infant mortality and child death rates. It is the static crude birth rate which is causing the problem.

Declining birth rates are generally associated with a reduced need to rely on one's children for social security, an increase in the opportunity cost of children (they contribute less production and cost more to educate, etc.), and an increase in the opportunity cost of time for women. The latter is related to education for women and employment opportunities for women. Also, there is a positive correlation among countries between the decline in the birth rate and the degree of equality of distribution of income and wealth in a country. Kenya and Mexico serve to illustrate this at one extreme.

The high rates of population growth clearly cause an increase in the cost of achieving development. First, the rate of growth in food production must be higher to feed the population. Second, the rate of growth of GNP has to be higher to maintain or increase the material standard of living. Third, with a rapid decline in infant mortality, the dependency ratio (the ratio of dependents to those persons economically active) increases.* After a lag of some 15 to 20 years the dependency ratio begins to decline but there occurs both a rapid increase in the growth of the labour force and the number of women entering child bearing age. Fourth, the proportion of resources that a society must devote merely to educate this large population of children reduces the ability to engage in other forms of investment.

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* To place the dependency ratios reported in Table 2 in perspective, in 1980 the dependency ratio in the United States was 51 while in Canada it was 46 [World Bank, 1984: 195].

TABLE 2. Population Growth in the Horn of Africa

	Ethiopia	Kenya	Somalia	Sudan	Tanzania	Uganda	Low Income Countries+	Middle Income Countries
1. Population (millions)								
1982	32.9	18.1	4.5	20.2	19.8	13.5		
-projected 1990	19	26	5	25	26	17		
-projected 2000	24	40	7	34	36	25		
2. Population Growth (average annual %)								
1950-60	2.1	2.5	1.8	2.0	2.2	2.8	1.8	2.5
1960-70	2.4	3.2	2.8	2.2	2.7	3.0	2.5	2.6
1970-82	2.0	4.0	2.8	3.2	3.4	2.7	2.6	2.4
projected 1980-2000	3.1	4.4	2.4	2.9	3.5	3.4	2.9	2.2
3. Crude Birth Rate (per thousand)								
1960	51	55	48	47	47	[illegible]	47	43
1982	47	55	48	45	47	50	44	35
4. Crude Death Rate (per thousand)								
1960	28	24	29	25	22	21	24	17
1982	18	12	25	18	15	19	16	10
5. Infant Mortality Rate (0 - 1 year; per 1000)								
1960	172	112	213	168	144	139	163	126
1982	122	77	184	119	98	120	114	76
6. Child Death Rate (1-4 years; per 1000)								
1960	42	21	61	40	31	28	31	23
1982	25	13	47	23	18	22	19	10
7. Dependency Ratio (%)								
1960	87	101	87	88	84	86		
1980	93	117	80	91	99	102		
2000	95	120	87	93	100	104		

+ Low income countries excluding China and India.

SOURCES: Item 1 - World Bank, 1984: Table 19. Item 2 - 1950-60, World Bank, 1983, Vol. 1: Table 1; 1960 - 2000, World Bank, 1984: Table 19. Items 3 and 4 - World Bank, 1984: Table 20. Items 5 and 6 - World Bank, 1984: Table 23. Item 7 - World Bank, 1984: 194.

Where we have recognized the cost inherent in rapid population growth, it does not necessarily follow that the population growth is the cause of relatively low rates both of economic growth and the growth in food production. For Africa as a whole, there is not a land constraint. According to Eicher [1982: 153]: "... more than half of the arable land that is idle in the world is in Africa." In the short term, with a relatively static technology, population pressure is forcing people on to marginal land [Johnston, 1980: 71-72; 75-76], or on to land infested with tetse flies [Eicher, 1982: 153]. This affects agricultural productivity adversely, aggravating the current food crisis, but population pressure cannot be seen as a primary cause of an ongoing food problem. Historically, the decline in the rate of population growth has followed, rather than preceded, economic development.

4. Land Use Patterns

The primary determinants of food production are land, labour and the capital and technology used to enhance their productivity. We consider first the patterns of land use evident in the six countries. Land use includes the amount of arable land available, the types of crop grown on the available land, and the yields obtained from the land. The available data on this subject are provided in Table 3.

Arable land is defined as "land under temporary cultivation (double-cropped areas are counted only once), temporary meadows for mowing or pasture, land under market and kitchen gardens (including cultivation under grass), and land temporarily fallow or lying idle." [Food and Agriculture Organisation, 1983a: 3]. For our purposes, land under permanent crops has been included as arable land.

In Table 3, we note first the region is not particularly well endowed with arable land. The most densely populated is Kenya, with 0.1 hectares of arable land per person. Sudan has the best ratio of arable land per capita, 0.7 hectares. During the two decade period, there has been some expansion of arable land in each of the six countries.

Cereal crops play a fairly prominent role in the Horn of Africa, with the exception of Uganda. In three countries -- Ethiopia, Kenya and Uganda -- the proportion of arable land used for cereal crops has declined. In Kenya, a partial explanation would be the extension of farming to marginal land, reducing the proportion of land used to grow more than one crop a year. An expansion of area under permanent crops also reduces opportunities for multiple-cropping. Roots, tubers and pulses are important food crops in Kenya, Tanzania and Uganda. In all six countries, extensive areas are used for grazing purposes, with animals providing a primary source of food in the sparsely populated pastoral areas. Such pastures are not included in any of the categories in Table 3.

The portion of arable land used for permanent crops is shown because such crops reduce flexibility in land use. Permanent crops are important only in Kenya, Tanzania and Uganda. In both Kenya and Uganda a larger proportion of a growing land area has been covered with permanent crops.

In item 6 in Table 3, several factors need to be considered. First, there is some overlap between export crops and permanent crops. Second, not all of the output from these crops is exported. On the other hand, not all agricultural exports are included. In 1981, the ratio of export revenues from these crops to total value of merchandise exports was: Ethiopia, 64%; Kenya 43%; Sudan, 64%; Tanzania, 57%; and Uganda 77% [Food and Agriculture Organization, 1983b and World Bank, 1983, Vol. 1: Economic Data Sheet 2]. Almost all of Somalia's exports are live animals and animal products, so these crops are not relevant there.

We note in Table 3 that a growing proportion of land area has been devoted to export crops in all countries except Uganda.

TABLE 3. Land Use Patterns in the Horn of Africa

	Ethiopia	Kenya	Somalia	Sudan	Tanzania	Uganda
1. Arable land, Including Permanent Crops (1000 ha.)						
1960-65	12,044	1,723	969	6,180	3,349	4,426
1981	13,960	2,316	1,116	12,448*	5,190	5,760
2. Arable Land Per Capita						
1981	0.4	0.1	0.2	0.7	0.3	0.4
3. Percentage of Arable Land in Cereal Crops						
1960-65	56	90	31	32	39	23
1982	34	70	50	40	40	13
4. Percentage of Arable Land in Roots, Tubers and Pulses: 1981	3	30	3	1	29	17
5. Percentage of Arable Land in Permanent Crops						
1960-65	4	16	1	1	22	22
1982	5	21	1	1	20	28
6. Percentage of Arable Land in Major Export Crops**						
1960-65	5	13	1	6	12	10
1982	6	18	3	11	15	8
7. Cereal Crop Yields (kg/ha)						
1960-65	728	1,038	686	815	742	907
1976-78	909	1,539	510	682	781	1,147
1980-82	1,201	1,677	644	692	679	1,519
Annual Rate of Growth (%) 1960/65 to 1980/82	2.7	2.6	-0.3	-0.9	-0.5	2.8
8. Real Productivity per Hectare of Arable Land (U.S. $)***						
1960	43	359	177	657	86	75
1981	73	551	216	270	94	12
Annual Rate of Growth (%)	2.6	2.1	1.0	-4.1	0.4	-8.4

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* This large shift likely was caused by the exclusion of shifting cultivation fallow in 1960-65.

** The export crops considered were cocoa, coffee, cotton, groundnuts, sisal, sugar and tea.

*** The productivity values are not comparable among the six countries as different base years were used to translate them to constant U.S. dollars.

SOURCES: Relevant tables in Food and Agriculture Organization, 1975, 1979 and 1983a. Value of agriculture output, for item 8, was taken from World Bank, 1983, Vol. 1: Economic Data Sheet 1.

In three of the six countries, such export crops now account for more than ten per cent of the arable land. In most cases, it likely is not the marginal land which is devoted to such export crops.

The effect of moving to marginal lands likely accounts for some of the reasons why there have been negative rates of growth in yields per hectare for cereal grains in Somalia, Sudan and Tanzania. The other three countries have commendable yield increases; but only in Ethiopia is the growth in yields greater than the rate of population growth.

The attempt to measure productivity per hectare should be seen as a rough approximation only. Also, as indicated in the footnote to Table 3, the values are not comparable among the six countries. Again, Ethiopia and Kenya have commendable growth rates. In Sudan and Uganda, the growth rates are negative, no doubt reflecting the disruptive effects of civil unrest there. Both Somalia and Tanzania have remained relatively stagnant. There, increased agricultural supplies have come as much from expanding land area under cultivation as from increased productivity per unit of land. With growing proportions of land used for export crops, relatively stagnant yields per hectare overall does not point to an improved food situation.

TABLE 4. Labour Force Growth and Labour Productivity in the Horn of Africa

	Ethiopia	Kenya	Somalia	Sudan	Tanzania	Uganda	Low Income Countries+	Middle Income Countries
1. Annual Rate of Labour Force Growth (%)								
1960-70	2.0	2.7	2.1	2.1	2.1	2.6	1.8	2.1
1970-82	1.7	3.3	2.9	2.8	2.6	2.1	2.3	2.4
Projected 1980-2000	3.0	4.2	2.0	3.0	3.4	3.5	3.0	2.6
Rural Labour Force Growth: 1960-1980	1.3	2.5	2.2	1.5	2.0	1.9		
2. Percentage of Labour Force in Agriculture								
1960	88	86	88	86	89	89	82	62
1980	80	78	82	78	83	83	73	46
3. Percentage of Population in Urban Centres								
1960	6	7	17	10	5	5	12	33
1980	15	15	32	23	13	9	20	46
4. Labour Productivity in Agriculture (constant U.S. $)*								
1960	73	202	192	1,267	88	119		
1980	97	316	219	798	84	104		
Annual Rate of Growth (%): 1960-1980	1.4	2.3	0.4	-2.3	-0.2	-0.7		
5. Labour Productivity in Non-Agricultural Activity (Constant U.S.$)*								
1960	337	2,262	1,008	8,125	634	1,929		
1980	541	2,743	1,684	4,190	837	535		
Annual Rate of Growth (%): 1960-1980	2.4	1.0	2.6	-3.3	1.4	-6.2		
6. Ratio of Non-Agricultural to Agricultural Labour Productivity								
1960	4.6	11.2	5.3	6.4	7.2	16.2		
1980	5.6	8.7	7.7	5.3	10.0	5.1		

+ Low income countries excluding China and India.

* The productivity values are not comparable among the six countries as different base years were used to translate them to constant U.S. dollars.

SOURCES: Items 1,2 and 3 - World Bank, 1984: Tables 21 and 22 (except the growth in rural labour force which was calculated from World Bank, 1983, Vol. 2: Social Data Sheet 1). Labour productivity was calculated from World Bank, 1983 Vol.1: Economic Data Sheet 1; and Vol. 2: Social Data Sheet 1.

5. Growth in Rural Labour Force and Observed Changes in Labour Productivity

In section 3 we noted that an increase in the rate of population growth, caused primarily by a decline in infant mortality, will lead eventually to an increase in the rate of growth of the labour force. This result is becoming evident in the Horn of Africa, as is shown in the World Bank labour projections from 1980 to 2000 (item 1 in Table 4).

Table 4 highlights four aspects of the labour force in the six countries: 1) labour force growth for the remainder of this century will be equal to or greater than three per cent annually (with the exception of Somalia); 2) the economies are still predominantly rural,[*] so much of this rapid growth in the labour force has to be absorbed in some way in the rural areas; 3) the labour forces in the rural areas in the six countries have been growing between 1.3 and 2.5 per cent annually from 1960 to 1980; and 4) the economies have a distinctly dual character with labour productivity in non-agricultural activity exceeding labour productivity in agriculture by a multiple of at least five.

Historically, development has tended to follow a path where non-agricultural activity draws sufficient numbers into productive activity so that the agricultural labour force declines in absolute size. On average, in the nineteen "industrial market economies", the percentage of the labour force employed in agriculture declined from 18 per cent in 1960 to 6 per cent in 1980 [World Bank, 1984: Table 21]. Similarly, in the 8 "East European nonmarket economies" the decline was from 42 per cent in 1960 to 18 per cent in 1980.

For the present, pursuing the approach to development of either the West or the East is not an option in the Horn of Africa. The rate of growth of the labour force is too high. Since a significant portion of this growth has to be employed in rural areas, agricultural practices have to remain labour intensive and more of the marginal land will be drawn into production. Both factors militate against significant increases in agricultural labour productivity.

Clearly, non-agricultural activity will have to play a larger role in absorbing this growth in the labour force. All six countries are simply too poor to absorb significant numbers, each labourer endowed with the amount of capital which now serves to generate the relatively high productivity of the labour force in non-agricultural activity. To absorb more labour in less capital intensive activity is a direct threat to the privileged position of the labour now enjoying a high productivity status.

Without ever planning to do so, Uganda has made some significant strides in reducing the gap between agricultural and non-agricultural labour productivity. This is a contributing factor to Uganda's current ability to feed itself. It has eliminated much of the elite with its distinct preference for imported cereals. (Of course, abundant supplies of arable land and more predictable rainfall levels are important elements as well.) Tanzania, in contrast, has made distinct attempts to plan in such a way as to avoid dualism. The result has been primarily stagnant productivity levels in agricultural activity, and hence growing dualism. The combination of the two effects generates a significant need for imported cereals and for food aid.

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[*] Somalia appears as a real anomaly here. The degree of urbanization has increased from 17 per cent of the population in 1960 to 32 per cent in 1980. Yet, 82 per cent of the labour force is still employed in agriculture in 1980. It would appear that a number of farm-based people in Somalia are resident in villages large enough for them to be considered urban centres.

Where Sudan has an overall pattern somewhat similar to Uganda, the situation is quite different. Deteriorating productivity occurred during the 1960's in Sudan while in Uganda it occurred during the 1970's. For the past decade Sudan has made good productivity gains, although not nearly enough to offset the losses in the 1960's. With the improved productivity, some increase in dualism is occurring as well.

Having sketched out a relatively pessimistic situation *vis-a-vis* agricultural labour productivity, credit must be given to Ethiopia and Kenya. Both managed to achieve commendable increases in agricultural production while absorbing large numbers of new entrants to the rural labour force. Whether they can continue to do so remains to be seen.

Without continued productivity increases for agricultural labour, food prospects for the total population will remain bleak. Those who lack the opportunity to grow their own food and/or lack the ability to command adequate food supplies in the market will suffer malnutrition. Periodically, during periods of drought, there will be famines.

TABLE 5. Investment Patterns and Government Spending Priorities in the Horn of Africa

	Ethiopia	Kenya	Somalia	Sudan	Tanzania	Uganda	Low Income Countries+	Middle Income Countries
1. Percentage of GDP Spent on Gross Domestic Investment								
1960	12	20	10	9	14	11	13	20
1982	11	22	--	16	20	8	13	24
2. Annual Rate of Growth of Gross Domestic Investment (%)								
1960-70	5.7	10.3	4.3	3.2	9.8	7.5	4.6	7.6
1970-82	0.7	2.1	--	9.0	3.4	-8.0	3.2	6.6
3. Percentage of GNP Spent on:								
-Defense: 1972	2.0	1.3	3.1	4.6	2.3	5.0	2.4	3.0
1981	10.9*	3.0	6.9*	2.5	3.7	1.1	2.7	2.4
-Public Expenditure on Health and Education: 1972	2.8	6.3	1.7	2.8	4.8	5.0	4.7	3.7
1981	3.7*	8.1	2.7*	2.3	5.9	0.5	2.8	4.8
-Public Expenditure on Agriculture								
1972	0.4	1.3	1.9	4.4	3.0	--		
1981	1.7(78)	3.1	1.5(78)	1.8(80)	1.1(79)	--		
4. Fertilizer Consumption (100 grams per hectare of arable land)								
1970	4	224	31	31	30	13	85	206
1981	33	334	12	60	56	1	187	425

+ Low income countries excluding China and India.

* These values were taken from Sivard [1983].

SOURCES: Item 1 - World Bank, 1984: Table 5. Item 2 - World Bank, 1984: Table 4. Item 3 - World Bank, 1984: Table 26, except "Public Experndıture on Agriculture", which was estimated from World Bank, 1983, Vol. 1: Economic Data Sheet 2. Item 4 - World Bank, 1984: Table 6.

6. Levels of Investment

Capital is no longer seen as the primary determinant of development. Nonetheless, it does play an important role in enhancing the productivity of land and labour. In most cases, technological changes require some capital for successful implementation. In Table 5 we outline the levels and rates of growth of gross domestic investment plus provide an indicator of government priorities.

With reference to the proportion of Gross Domestic Product [GDP] devoted to investment, the six countries are similar to the average for low income countries. Because of their poverty the proportion of GDP devoted to investment in low income countries is significantly less than in middle income countries (item 1, Table 5). This, in turn, is a partial explanation why there is a difference in the material standard of living between low income and middle income countries. For the six countries, the one exception is Kenya, with an investment pattern similar to middle income countries. The extent of foreign investment likely is a partial explanation for Kenya's investment performance.*

When we consider the rates of growth in investment (item 2, Table 5), most of the six countries performed above average for low income countries during the 1960's. With the increase in oil prices and the subsequent world recession, the heavy dependence on oil imports, and on primary commodity exports to pay for imports, in these six countries served to depress the rates of growth of investment significantly in the 1970's. The exception is Sudan, likely reflecting a recovery from the serious adverse effects of civil unrest during the 1960's.

In some of these countries, actions by government need not necessarily reflect the priorities of the majority of the people. Nonetheless, governments are a major economic force in these economies. The proportion of public expenditure devoted to various items is an indicator of government priorities.

As shown in item 3 in Table 5, these countries are quite typical for low income countries in the proportion of GNP devoted to the military. The exceptions are Ethiopia and Sudan in 1981, reflecting their joint hostilities, and Uganda during Amin's administration. Three of the countries spend more on health and education than on defense, three spend less. Reliable data on economic expenditures on agriculture are difficult to obtain, but the percentages given in Table 5 suggest all the countries consider the military as important or more important than investing in agriculture. Efforts to stay in power take precedence over expanding food production. Such priorities may backfire, as occurred in Ethiopia in the first half of the 1970's.

The final indicator of productivity shown in Table 5 is the use of fertilizer in the six countries. Only Kenya shows fertilizer use in excess of the average for low income countries. Clearly, commercial fertilizer does not play an important role in the production of food in the Horn of Africa.

7. The Role of Agricultural Exports in the Horn of Africa

In section 4 we noted all six countries were expanding the proportion of arable land used for export crops. Given their food shortages, this raises the question why is more land being used to produce export crops. In Table 6, data relevant to answering this question are presented.

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* Net direct foreign investment in Kenya increased from $13.6 million U.S. dollars in 1970 to 60.6 million U.S. dollars in 1981 [World Bank, 1983, Vol. 1: Table 7].

As indicated in Table 6, the Horn of Africa depends heavily on the export of food and beverages as a source of foreign exchange. If non-food agricultural exports are added to food and beverage exports, the ratic of agricultural exports, as a per cent of total merchandise exports, exceeds 90 per cent for Somalia, Sudan and Uganda, 80 per cent for Ethiopia, and 70 per cent for Tanzania. Only Kenya has been able to diversify exports sufficiently to reduce the role of agricultural exports to just over one half.

There are a minimum of four reasons why agricultural exports play such an important role: 1) the countries have little else to offer that commands a significant price on the international market; 2) import needs are growing; 3) the terms of trade (export prices divided by import prices) have not been particularly favourable to the Horn of Africa; and 4) international debts have to be serviced.

TABLE 6. Agricultural Exports, Energy Imports, Terms of Trade and Debt Service Ratios in the Horn of Africa

		Ethiopia	Kenya	Somalia	Sudan	Tanzania	Uganda	Low Income Countries+	Middle Income Countries
1. Food and Beverage Exports as a Per Cent of Total Merchandise Exports:	1962	80.3	59.3	82.9	44.3	—	62.6		
	1970	85.9	63.1	85.5	24.6	49.8	68.4		
	1980	74.1	43.8	88.6	46.9	58.1	--		
2. Energy Imports as a Per Cent of Total Merchandise Imports	1960	11	18	4	8	--	5	10	9
	1978	20	30	--	24	--	—	—	20
	1981	44	63	2	44	50	—	42	27
3. Terms of Trade (1980=100)	1960	146	131	121	104	99	93	121	101
	1975	98	98	84	126	101	76	109	101
	1979	137	108	116	98	105	103	108	99
	1982	74	87	111	85	86	74	87	91
4. Debt Service Ratio (%):	1970	11.4	5.4	2.1	10.7	4.9	2.7	5.7	10.1
	1982	9.5	20.3	7.2	7.5	5.1	22.3	9.9	16.9
5. Value of Net Exports of Food and Beverages (million U.S. $)	1970	92	158	13	13	104	167		
	1980	259	367	57	31	189	—		
6. Value of Net Exports of Agricultural Commodities (million U.S. $)	1970	101	185	13	219	175	222		
	1980	287	416	46	368	276	—		

+ Low income countries excluding China and India.

SOURCES: Item 1 - World Bank, 1983, Vol. 1: Table 5. Item 2 - World Bank, 1984: Table 8 and World Bank, 1981: Table 7. Item 3 - World Bank, 1984: Table 9 and World Bank, 1981: Table 8. Item 4 - World Bank, 1984: Table 16. Items 5 and 6 - calculated from World Bank, 1983, Vol. 1: Economic Data Sheet 2 and Tables 5 and 6.

To illustrate the growing import needs, energy imports are shown in Table 6. The combination of a growing transportation system, based on fossil fuels for energy, and rapidly increasing oil prices has had its effect on all countries except Somalia.*

As Table 6 illustrates, terms of trade fluctuate considerably. The overall situation for low income countries is outlined by the World Bank [1981: Figure 3.3]. During the 1970's these countries increased the quantity of their primary commodity exports by more than 80 per cent. But, during the same period, prices for these exports dropped by more than 60 per cent. As a result, the "export purchasing power" of these countries increased by less than 20 per cent during the decade. In this decade, percentage changes in the terms of trade for low income African countries were: -5.5 in 1981, -1.9 in 1982, and 3.0 in 1983 [World Bank, 1984: 24]. In the Horn of Africa, all six countries were affected adversely by the 1980 to 1982 world recession.

The need to service debt (pay interest and principal due on international loans) accounts for less than ten per cent of the value of exports in all countries except Kenya and Uganda. In part this reflects the unwillingness of international lenders to invest in low income producers of agricultural exports. Nonetheless, to assure additional credit, existing debt must be serviced. Agricultural exports to the developed countries are the means of servicing such debt.

In conclusion then, we return to the subject with which we started: the international exchange of 'food'. In item 5 of Table 6 the value of food and beverage exports, less the value of food and beverage imports, are given. Summing across the six countries, the Horn of Africa made a net contribution of approximately one billion dollars worth of food and beverages to the rest of the world. When we consider all agricultural exports, the Horn of Africa contributed, net, approximately 1.5 billion dollars worth of agricultural commodities. The food aid received and the food aid projected for 1984/85, as reported in Table 1, needs to be see in the light of this net outflow of agricultural commodities from the Horn of Africa.

Such a net export of food, in the face of food shortages, raises the question: why does it occur. The immediate answer seems simple: it pays for all participants in this trade of agricultural output. It must pay for the profit-seeking plantations and corporate agribusinesses. Informal conversations indicate the FAO has data which demonstrate that small-scale indigenous producers in low income countries have achieved a level of income, as a result of export crop production, above what they could have earned producing food for the local market. Agricultural exports also serve as a primary source of tax revenue for many governments and as a primary source of foreign exchange, to finance capital imports and to finance the import tastes of the rich elite.

The export of semi-exotic foods and industrial crops may also command on the international market a larger quantity of cereals than would be grown on the land used for export crops. For low income countries, the difference in cereals that could be purchased via trade and the cerals that would be grown on land now devoted to export crops has been estimated to range from a multiple of 1.5 to 20 in 1963 to a multiple of 1.5 to 10 in 1975 [Hillman, 1981: Table 1].

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* Kenya re-exports part of the oil in the form of refined petroleum products, so the numbers given overstate Kenya's energy import needs.

Hence, it can be shown to pay for the country as a whole, for the participants in the export trade, and for the ruling elite. The problem is one of the distribution of the gains from trade. The pursuit of personal advantage by those in control of the means of production has increased the vulnerability of the people in the lower income groups in these countries. They suffer because they have no access or limited access to the means of producing their own food -- land, farm inputs, credit, etc. -- and they find it difficult to obtain regular, remunerative employment. They are the victims of the international exchange of semi-exotic food and industrial crops.

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American Red Cross

National Headquarters
Washington, DC 20006

February 19, 1985

Dear Senator Kennedy:

Thank you very much for your invitation to comment upon legislative action which might be taken by the Subcommittee on Immigration and Refugee Policy during hearings on African relief.

The Red Cross recommends to the Subcommittee that it consider appropriating additional funds for the Agency for International Development (AID) budget to cover the costs of transporting commodities to famine areas. When large quantities of commodities are contributed, unfortunately, there are often not sufficient funds for transporting them to the famine area.

Legislation has been introduced to the House (H.R. 100 and H.R. 606) to accomplish this purpose. We hope the Senate would also consider such legislation.

You will be gratified to know that your article in People magazine has resulted in numerous and generous contributions from the American people.

Likewise, the Agency for International Development has been most generous in its support of African relief. Many business corporations have also been very generous.

I enclose two reports prepared by the League of Red Cross and Red Crescent Societies which may be of interest: "Drought in Africa, Situation Report as at November 1984"; and "Drought Appeal for Africa 1985."

If you should need more information, or have any questions, please do not hesitate to contact me. Thank you for the opportunity to comment.

Sincerely,

Llewellyn H Gerson

Llewellyn H. Gerson
Director of Government
Relations

The Honorable Edward M. Kennedy
United States Senate
Subcommittee on Immigration
  and Refugee Policy
Washington, D. C. 20510

Enclosures

LEAGUE OF RED CROSS AND RED CRESCENT SOCIETIES

DROUGHT APPEAL
FOR
AFRICA 1985

DROUGHT IN AFRICA: Summary of Appeal 1985

BACKGROUND

In 1984 the League in cooperation with National Societies has assisted

- approximately one million people
- in 17 countries

($ 35.6 million)

- at a total value of Swiss Francs 89 million in cash, kind and services
- by mobilising more than 100 external delegates, and
- by mobilising thousands of volunteers supporting the staff of the African Red Cross/Crescent Societies.

APPEAL

Due to the deterioration of the situation in most of the countries and the spread of the drought into new countries, the League now launches an appeal for 1985 in order to assist

- approximately one and a half million people
- in 14 countries

($ 51.2 million)

- at a total value of Swiss Francs 128 million in cash, kind and services. (Please note that additional appeals will be made shortly for Bourkina Fasso, Mauritania and Senegal.)

EASTERN AFRICA

Djibouti

The operation started in July 1984 and is scheduled to end early 1985.

No appeal foreseen at this stage.

Ethiopia (following appeal already launched 6 November 1984)

An estimated 6.4 million people in 12 out of 16 regions are now affected by drought. The present critical food shortage is expected to continue throughout 1985, and it is estimated that up to 500,000 people could die from starvation by early 1985 unless there is a dramatic increase in relief assistance.

The League/Ethiopian Red Cross operation is now being rapidly expanded to reach a target population of 200,000 of the most severely affected people. The assistance required comprises 25,000 tons of food, medical supplies, equipment and vehicles plus SFr 19 million in($7.6 millio
cash to cover local food purchase, transport and operational costs.

The total cost of this operation will be SFr 43.7 million.($17.48 million)

Kenya

Kenya does not usually experience large scale droughts, with food shortages at a national level. However, in the current Africa drought, Kenya now has pockets of serious famine caused by drought.

Vast areas of Northern and Eastern Kenya are arid zones, covering more than half the country. The 1984 maize harvest is far below normal, and government/UN figures indicate severe shortage.

League/Kenya Red Cross have been operating in Wajir district, NE Kenya, since June 1984, providing supplementary rations to the most vulnerable groups, and are planning to expand the operation to Garissa district. The target population is 25,000 people, over a 5 months period of operation from January to May 1985. Further surveys at that time will determine whether the operation should continue beyond May.

The total cost of this operation will be SFr 1.9 million.($ 760,000)

Sudan

Over the last 10 years rainfall in Sudan has been increasingly scarce, reaching its lowest level in 1984. The next possible harvest will be in November 1985.

In the Red Sea Hills area of North Eastern Sudan, the League/Sudanese Red Crescent are assisting 25.000 persons, primarily children under five and their mothers, for an initial period of 12 months. The assistance required comprises 4.100 tons of food, medical supplies, vehicles, equipment and operating costs.

A recent survey confirms the need to start an additional relief operation in the Northern Dafur region of Western Sudan. This operation, including food supplies, shelters and medical aid for a target group of 50.000 people, is expected to last for six months from January 1985.

The total cost for the two operations will be SFr 15.0 million. ($6 million)

Tanzania

Following reports in July 1984 that the drought situation in the northern part of the country was worsening, a League survey mission visited Tanzania during August. Based on their report the League appealed for support for a relief programme to reach an initial target population of 15.000 children under five during the period October 84 - April 85. Initially 900 tons of food supplies and cash for operational costs were required.

Based on reports from the delegation now in the area, it is expected that during early 1985, it will be necessary to extend the operation to an additional 30.000 children under five.

The total cost of this operation in 1985 will be SFr 0.9 million. ($ 360,000)

Uganda

The Uganda Red Cross has played a key role over the past 18 months in the major relief operation in the 'Luwero Triangle', north of Kampala. At the peak of the operation the Society employed 300 people, some of whom are now highly trained in all aspects of relief work.

New relief needs are developing in other parts of Uganda, notably as a result of drought in Nebbi district and in Karamoja. The League/Uganda Red Cross are therefore establishing operations to assist 50,000 people in these two areas.

The total cost of these operations will be SFr 2.4 million.($ 960,000)

SOUTHERN AFRICA

Mozambique

According to the latest Government estimates 2.4 million people in six out of ten provinces are affected by drought and threatened by famine, of which 1.4 million are considered seriously affected. The present critical food shortage is expected to continue at least up to April/May 1985 harvest. The League/Mozambique Red Cross operation is now expanding its support for the most severely affected. Taking into account security constraints and fuel shortages, the target for 1985 has been set at 280,000, for whom 16,400 tons of food and other supplies are required plus cash to cover internal transportation costs

The total cost of the operation will be SFr 17.8 million. ($ 7,12 million)

Swaziland

The operation will continue until May 1985.

At present no appeal is foreseen.

Zambia

At present no appeal is foreseen, although a prevention programme may be taken up.

Zimbabwe

The operation will continue until May 1985.

At present no appeal is foreseen.

WESTERN AFRICA

Bourkina Fasso

An appeal is being prepared for assistance to 20,000 to 50,000 people in the Northern Yatenga province. After an evaluation mission the League is presently finalizing the appeal in coordination with the National Society.

Cape Verde (following appeal already launched 23 November)

The situation has deteriorated during this year particularly in Santo Antão Island. The Cape Verde Red Cross in cooperation with local authorities has made a nutritional survey and as a result of this survey an appeal has been launched on 23 November 1984 for assistance to nearly 3,400 children for a period of 8 months.

The total cost of the operation will be SFr 0,65 million. ($ 260,000)

Chad (following appeal already launched 7 November)

The evaluation mission in October discovered a serious emergency situation in the whole country. This situation has caused thousands of deaths and some 200,000 displaced persons. The League has established some 120 nutritional centres in Chad and is supporting a total of 160,000 people in the following districts : Guera, Kanem, Ouaddai, Biltine and around the capital N'Djamena. The delegation has been reinforced and will comprise 19 delegates.

The total cost of the operation will be SFr 27.4 million. ($ 10,96 million)

Gambia

At present no appeal foreseen.

Ghana

At present no appeal foreseen.

Mali (following appeal already launched 14 November)

Following a severe deterioration of the situation, the League has decided to extend its ongoing operation for assistance to 65,000 children aged from 0 to 14 years and their parents. Therefore a complementary appeal was launched on 14 November 1984 in order to assist 100,000 persons in Gao, Ansongo, Bourem, Kidal areas, representing the families of drought stricken children. Consequently the League delegation will be reinforced in the coming weeks. The operation is expected to last one year (until November 1985).

The total cost of the operation will be SFr 5,8 million. ($ 2,320,000)

Mauritania

The operation which followed the appeal launched in December 1983, is still underway. It consists of assistance to 250,000 persons with total food aid of 12,000 tons. An evaluation will be made in December 1984 to assess the needs in 1985. Following the results of this evaluation an additional appeal will be launched.

Niger

Following the severe drought in 1984 and the appeal of the Niger Red Cross, the League has made an evaluation mission and decided to assist 65,000 vulnerable persons in Zinder and Agadez districts by providing prepared meals. The League action will also have a medical side. The programme will cover a period of one year up to November 1985.

The total cost of the operation will be SFr 10.7 million. ($ 4,280,000)

Senegal

The operation, which started after the appeal of 15 December 1983 for assistance to 110,000 persons in North Eastern part of Senegal, will end on 15 December 1984. In October 1984, an evaluation mission concluded that the situation will be under control for the coming months. Nevertheless, in January 1985 a second evaluation team will visit Senegal in order to decide whether it will be necessary to make a second appeal.

CENTRAL AFRICA

Rwanda (following appeal already launched 27 November)

Following the food shortage in 1984, the Rwandese Red Cross has appealed to the League to assist 65,000 vulnerable people with supplementary feeding during an initial period of two months in the Western districts of the country in Kibuye, Cyangugu and Gikongoro. A nutritional survey has been made during October and will serve as a basis for the setting up of the relief operation.

The total cost of the operation will be SFr 1.8 million.($ 720,000)

Sao Tome and Principe

The operations are now finished and no further appeal will be launched.

NORTHERN AFRICA

Morocco

At present no appeal foreseen.

CONCLUSION

The grand total for the 1985 Africa drought appeal is SFr 128 million ($ 5,12 m at present (December 1984).

Contributions in kind and services have already been announced by National Societies and Governments. However, further contributions, particularly in cash to meet operational costs are urgently needed to permit the continuation of ongoing operations and the planning of new ones.

Further appeals in 1985 should be foreseen as needs become identified. In particular, as noted above, it is foreseen that a further amount of not less than SFr 37 million will be needed for parts of the Sahel.

($ 14,800,000) -- additional projected appeal for 1985
51,200,000) -- 1985 appeal
$66,000,000 total appeal for 1985

Hans Hoegh, Secretary General

Geneva, December 1984

ETHIOPIA - DROUGHT APPEAL

6 November 1984

An estimated 6.4 million people in 12 out of 16 regions in Ethiopia are now affected by drought. The present critical food shortage is expected to continue throughout 1985, and it is estimated that up to 500,000 people could die from starvation by early 1985 unless there is a dramatic increase in relief assistance.

The League/Ethiopian Red Cross operation is now being rapidly expanded to reach a target population of 200,000 of the most severely affected people. The total cost of the operation is SFr 43 million, comprising 25,000 tons of food, plus medical supplies, equipment and vehicles to the value of SFr 24 million, and SFr 19 million in cash to cover local food purchase, transport and operational costs.

BACKGROUND

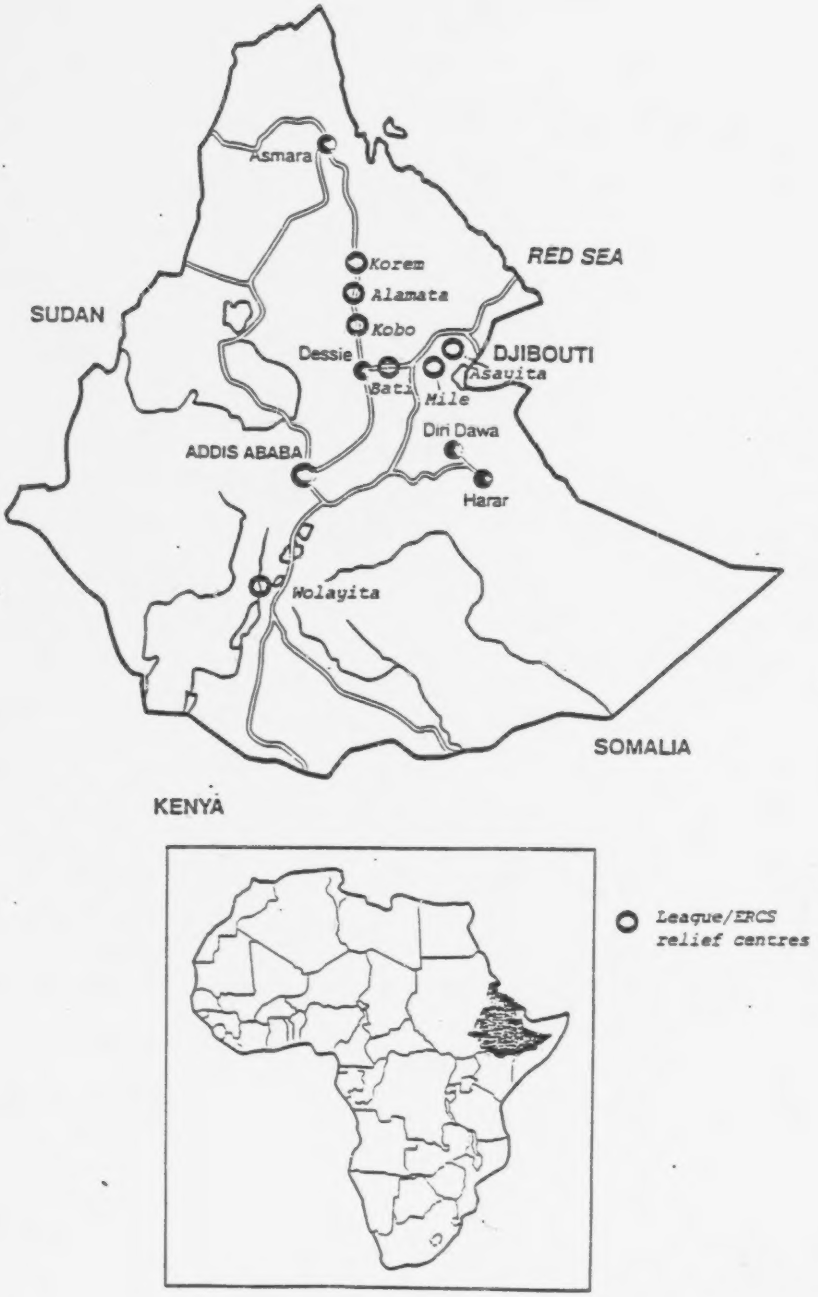
During 1984, the League/ERCS relief operation has concentrated on providing assistance in the form of supplementary food distributions, medical care and special feeding programmes for an average of 40-50,000 people each month in the regions of Wollo and Sidamo.

The severity of the drought is affecting ever-increasing numbers of people; last week, for example, League/ERCS set up a new emergency operation in Bati, 30 km east of Dessie, to provide emergency food, medical and sanitation assistance to 15,000 people, of whom 30 have been dying each day. A feeding centre has already been established to feed up to 3,000 severely malnourished children and their mothers.

Over the past two weeks, there has been a widespread response to the swift deterioration of the drought situation. Airlifts of supplies such as medicines, vehicles, feeding kits, tents, plastic sheeting and generators which are essential to the relief operation have been arranged by the national Societies of Denmark, Germany (Fed. Rep.), Great Britain, Ireland, Japan and the Soviet Union.

For the remainder of 1984, League/ERCS aims to assist 100,000 people through the consolidation of existing operations. New ERCS personnel and League delegates will also be recruited to reinforce management capacity, in order to build a base for the expanded operation in 1985.

ETHIOPIA


Asmara
RED SEA
Korem
Alamata
SUDAN
Kobo
Dessie
DJIBOUTI
Asayita
Bati
Mile
Diri Dawa
ADDIS ABABA
Harar
Wolayita
SOMALIA
KENYA
○ League/ERCS relief centres

PLAN OF ACTION - 1985

1. Distribution of supplementary rations and special feeding programmes

The target population for 1985 is 200,000, comprising the most vulnerable sectors of the population, according to the following breakdown.

Regions	Affected Population	Target	Supplementary Food	Special Feeding
Wollo	1.791 mil.	130,000	110,000	20,000
Sidamo	0.698 mil.	10,000	7,000	3,000
Gamo Gofa	0.187 mil.	10,000	10,000	-
Shoa	0.436 mil.	30,000	25,000	5,000
Others	3.260 mil.	20,000	20,000	-
Total	6.372 mil.	200,000	172,000	28,000

Dry rations (10 kg wheat flour, 1 kg sugar, 1 litre oil per person per month - 1,600 calorie per day) are distributed to the most vulnerable people as a supplement to rations distributed by the Government.

League/ERCS will continue to run Red Cross feeding centres in Wolaita (Sidamo), Bati and Alamata (Wollo) and also in Northern Shoa. Food supplies will also be provided through the British Save the Children Fund (SCF) for feeding centres in Korem and Kobo (Wollo).

2. Health and Sanitation Services

Wollo Region

Korem: Provision of auxiliary health personnel to work with Medecins sans Frontieres (MSF); provision of medicines; responsibility for sanitation programme

Alamata: League medical team covering total health and sanitation programme with assistance of locally recruited health personnel; Red Cross feeding centre.

Kobo: Provision of medicaments.

Bati: League medico-nutritional team covering total health and sanitation programme with assistance of locally recruited health personnel; Red Cros feeding centre.

Sidamo Region

Wolaita: Red Cross feeding centres and medical services to continue.

Other Regions

League/ERCS will continue to undertake surveys of medico-nutritional needs and participate in RRC/MOH programmes with the provision of medicaments and other logistic support.

3. Shelter

Emergency shelter for the most vulnerable people - the sick, the elderly, pregnant and lactating mothers - is becoming an essential service in all the distribution centres, particularly in Bati. League/ERCS will therefore provide 2,000 family tents and 200 large tents, plus plastic sheeting for improvised shelters.

4. Resettlement

The Ethiopian Government is now considering the resettlement of 50,000 families from Wollo to other regions in South-West Ethiopia, to reduce over-population in the most seriously drought-affected areas. The League/ERCS may be requested to assist in this operation through the provision of medical and other emergency services at transit centres.

PERSONNEL

ERCS

The Society currently has over 160 personnel engaged in the operation; of these, 45 are working as volunteers in the distribution and feeding centres. In order to cope with the rapid expansion of the operation, additional personnel are being recruited for the relief department, the central warehouse and workshop, and for the office at the port of Assab.

League

The League currently has 12 delegates engaged in the drought relief operation based both in Addis Ababa, Wollo and Sidamo. In November a second medical team (German Red Cross, Fed. Rep.), two additional relief delegates, and a sanitation engineer will join the team.

TRAINING

The relief operation will provide an opportunity for ERCS, with the support of the League delegation, to develop further its capacity to respond effectively to disasters, through the practical training of its staff in all aspects of relief work.

ERCS has recently recruited 10 multi-purpose field officers who will receive an intensive 2-month training in relief and other Red Cross activities. They will then be deployed in developing the involvement of Red Cross branches and volunteers in the relief operation.

COORDINATION

High-level government committees at national and regional level are coordinating overall relief activities. The Ethiopian Government has given top priority to the relief operation, and has made trucks and aircraft available to assit in the rapid distribution of food to drought victims.

League/ERCS is working closely with the ICRC, with the RRC and with other voluntary agencies such as SCF, MSF and CRS, to ensure a coordinated relief effort.

TRANSPORT

The distances to be covered present a major problem for this operation. ERCS is now using ten truck-trailers, but will need additional trucks, water tankers and team vehicles.

The League has assigned a vehicle maintenance expert to work with ERCS staff to ensure that the Red Cross fleet is working effectively. A logistics expert will also be recruited to assist ERCS in the planning of food distributions.

INFORMATION

In response to the massive media interest in Ethiopia, the League is sending a special Information Delegate - seconded from the Canadian Red Cross - to Addis Ababa this week. She will assist ERCS with the influx of journalists, photographers and television units from all over the world, and will ensure a regular feedback of news, features, and photographs to national Societies and other donors.

The League therefore appeals for maximum support to the Ethiopian Red Cross Society for this major operation, according to the budget which follows. Donors are requested to contact the League on pledges and planned shipments, and for any further information required. We wish to emphasise again that pledges of food aid are urgently needed, as well as cash donations which are vital to cover local purchase, transport and operational costs.

BUDGET NOTES

- To avoid duplication, it is essential that donors contact the League to check on outstanding needs for all relief items.

- Regular food aid consignments will be needed throughout 1985, arriving at the rate of 2,000 mt per month, to enable the League to meet te target population of 200,000 people. Pledges of wheat flour are therefore needed urgently.

- Donors are requested to contact the League to coordinate all schedules.

- Wherever possible, donors providing food supplies are requested to contribute towards internal transport costs as outlined above.

- Donors wishing to contribute food supplies other than those mentioned above should contact the League to establish whether supplies are suitable.

- All donations of vehicles must include one complete set of spare parts.

- Budgeted League personnel are as follows:

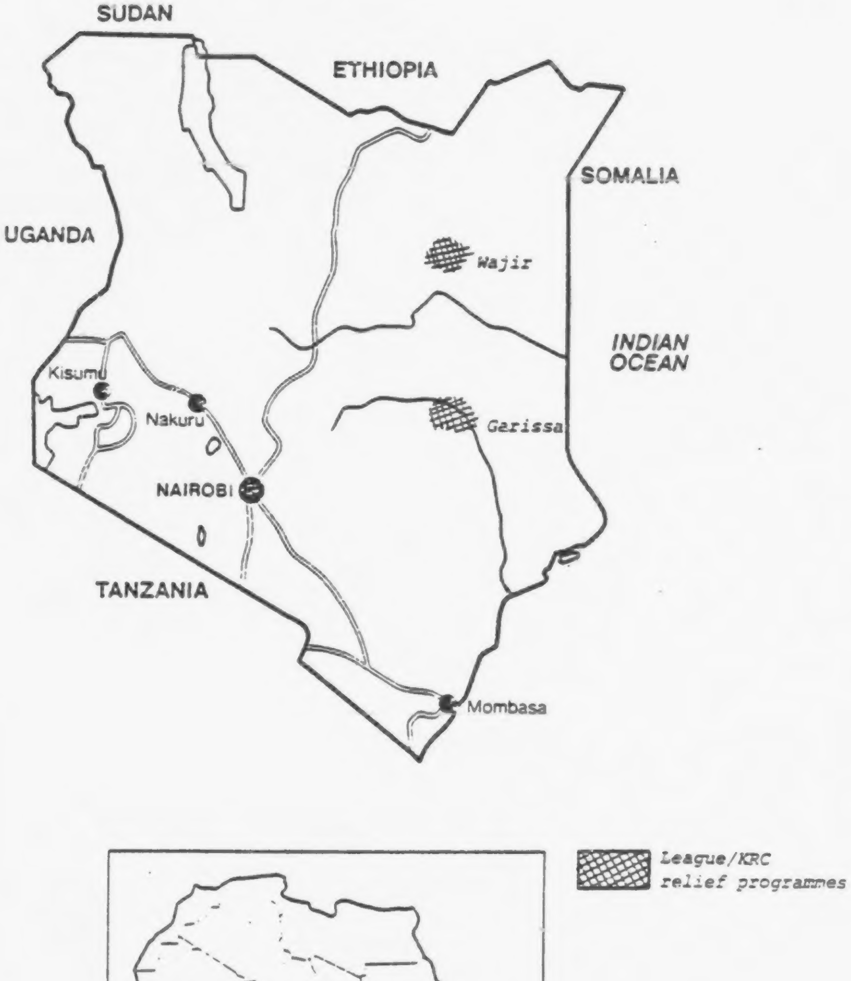
- 1 Chief delegate
- 1 Deputy Chief delegate
- 3 Relief delegates
- 1 Medical coordinator
- 15 Medical delegates
- 1 Vehicle maintenance expert
- 1 Logistics delegate
- 1 Sanitation engineer
- 1 Finance delegate
- 1 Information delegate

SUMMARY OF EXTERNAL REQUIREMENTS

		SFr	$
A.	Cash		
	ERCS		
1.	Supplies and non-capital equipment (local purchase)		
-	2,430 mt soya wheat flour (SWF)	2,896,500	1,158,600
-	medicaments	50,000	20,000
2.	Warehousing and transport		
-	Port clearance, loading	11,295,000 =	4,518,000
-	Transport Assab-Addis (40%) Assab-Dessie(60%) Dessie distribution centres Addis distribution centres		
3.	Capital expenditure (purchase in Djibouti)		
-	2 water tankers	132,600	53,040
-	4 Toyota landcruisers	146,800	58,720
-	spare parts	100,000	40,000
4.	Personnel		
-	Medical relief and support personnel in field and headquarters	1,660,500	664,200
-	Training	100,000	40,000
5.	Communications	50,000	20,000
6.	Information	25,000	10,000
7.	Administration Headquarters and Assab	189,000	75,600
8.	Contingency	300,000	120,000
	LEAGUE		
1.	Personnel (see budget notes)	2,140,000	856,000
2.	Information	50,000	20,000
3.	Operational support (Geneva and regional level)	300,000	120,000
Total Cash		19,435,400	7,774,160

B.	Kind	mt	SFr	$
1.	Food supplies			
-	Wheat flour	20,000	11,840,000	4,736,000
-	Edible oil	2,500	6,250,000	2,500,000
-	Sugar	2,150	2,180,000	872,000
-	DSM	500	1,000,000	400,000
		25,180	21,270,000	8,508,000
2.	Medical supplies			
-	WHO standard medical kits 20 x list A 10 x list B 4 x list C		119,000	47,600
3.	Equipment			
-	30 x Oxfam supplementary feeding kits		54,000	21,600
-	100 x large-size tents		28,000	11,200
-	1,000 family-size tents		520,000	208,000
-	125,000 m2 reinforced plastic sheeting and scaffolding		600,000	240,000
-	15,000 blankets		150,000	60,000
			1,352,000	540,800
4.	Vehicles			
-	7 x Volvo/Mercedes trucks (12 mt) and trailers (10 mt)		1,124,000	449,600
-	2 x Volvo/Mercedes trucks/10 mt)		110,000	44,000
-	4 x Toyota lancruisers/pick-ups (4wd, Lhd, diesel)		146,800	58,720
-	2 x Water tankers		132,600	53,040
			1,513,400	605,360
Total Kind			24,254,400	9,701,760
GRAND TOTAL				
Cash			19,435,400	7,774,160
Kind			24,254,400	9,701,760
TOTAL			43,689,800	17,475,920

KENYA


SUDAN
ETHIOPIA
SOMALIA
UGANDA
Wajir
INDIAN OCEAN
Kisumu
Nakuru
Garissa
NAIROBI
TANZANIA
Mombasa
▨ League/KRC relief programmes

NEW APPEAL

KENYA - DROUGHT APPEAL 10 December 1984

GENERAL

Kenya has not usually experienced large scale droughts, with severe food shortages at the national level. However, in the current Africa drought, Kenya now has pockets of serious famine caused by drought.

Vast areas of Northern and Eastern Kenya are arid zones, covering more than half the country. The 1984 maize harvest is far below normal, and government/UN figures indicate severe shortages.

Despite the late arrival of the rains in October, hundreds of thousands of cattle, sheep and goats have died, reducing the food potential for the next few years. Even with rain, Kenya must continue to rely on grain imports, and all agencies have been requested to increase their relief programmes in the most severely affected areas.

The League/Kenya Red Cross have been operating in Wajir district, NE Kenya, since June 1984, providing supplementary rations to the most vulnerable groups, and are planning to expand the operation to Garissa district. The target population is 25,000 people, over a 5 month period of operation from January to May 1985. Further surveys at that time will determine whether the operation should continue beyond May. The total cost of this operation will be SFr 1.9 million.

PLAN OF ACTION

Two relief delegates and one medical delegate are now based in Wajir, working with the Wajir branch of the Kenya Red Cross. Distribution of supplementary dry rations for vulnerable groups will continue both in Wajir town and in the scattered villages in Wajir district. This programme is run in conjunction with an Oxfam feeding centre for severely malnourished children in Wajir.

In addition, following both a general and a nutritional survey now being carried out, it is expected that the relief operation will be extended to Garissa district, to reach a total population of 25,000.

It is planned that staff from KRCS heaquarters will be assigned to the relief team, to gain practical experience in the management of relief.

The vast distances to be covered present problems for the relief operation; food must be transported from the Red Cross warehouse in Mombasa or Nairobi up to Wajir by commercial vehicles, and is then distributed within the district by two 8 ton Red Cross trucks. The League is now purchasing 2 additional trucks locally for use in the expanded operation. A total of three League team vehicles will also be used.

Wheat flour is currently being supplied by WFP and by the Government with some internal transport costs covered by CARE, Kenya, and by the EEC. However 188 mt beans, 188 mt oil, and 50 mt dried skimmed milk (dsm) are sought in kind from donors.

BUDGET

A. Cash

Kenya Red Cross	SFr	$
1. Supplies and non-capital equipment 750 mt wheat flour (supplied by WFP)	---	
2. Warehousing and transport	152,000	60,800
3. Capital 2 trucks (local purchase) 1 landrover (local purchase)	136,000	54,400
4. Personnel	64,000	25,600
Training	20,000	8,000
5. Communications	17,000	6,800
6. Information	4,000	1,600
7. Administration	5,000	2,000
8. Contingency (10%)	40,000	16,000
League		
1. Personnel Chief Delegate (1 year) Assistant Delegate (1 year) 2 Relief Delegates (6 months) 1 Medical Delegate (6 months)	300,000	120,000
2. Information	5,000	2,000
3. Operational Support (Geneva and regional level)	150,000	60,000
Total Cash	893,000	357,200

B. Kind	Estimated Value (incl. freight)	
188 mt beans	216,000	86,400
188 mt vegetable oil	564,000	225,600
50 mt DSM	200,000	80,000
Total Kind	980,000	392,000
GRAND TOTAL	1,873,000 -	749,200

SUDAN - DROUGHT APPEAL RED SEA HILLS 9 November 1984

Following an urgent appeal for help from the local regional government in Port Sudan at the beginning of October 1984 the League stand-by team from the Swedish Red Cross was called upon to make an assessment of the situation and start up a relief operation in the Red Sea Hills area of North Eastern Sudan.

An appeal for help from the local government of Northern Darfur in the Western Sudan is presently being assessed by a relief delegate from the British Red Cross.

Based on the findings of the stand-by team, the League now appeals for support to provide feeding programmes and medical care to an initial target group of 25,000 persons, primarily children under 5 and their mothers. The relief operation is planned to start immeditely for an initial period of 12 months.

A total of SFr 4.7 million is needed to cover purchase of 4,110 tons of food, medical supplies, vehicles, equipment and operating costs.

BACKGROUND

Over the last 10-12 years rainfalls in Sudan have been increasingly scarce, reaching a peak in 1983 where the harvest failed in most of Eastern and Western Sudan.

Recent reports indicate that the prospects for 1984 sorghum (= dura) and millet crops in the eastern, central and western parts of Sudan are even worse than those for 1983 due to below normal rainfall. The next possible harvest will be in November 1985.

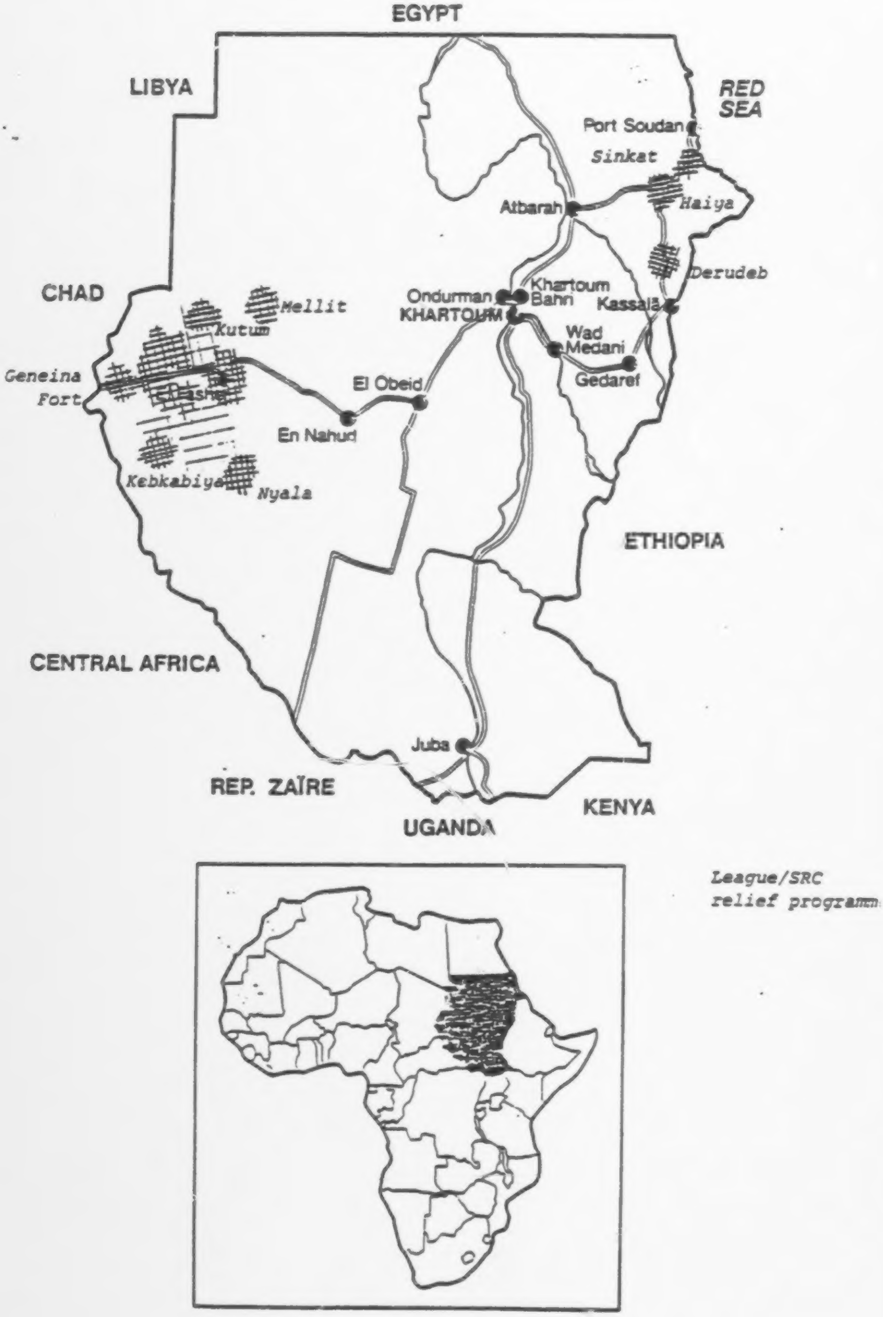
In the beginning of October the Sudanese Red Crescent received an urgent appeal for help from the local regional government of the Red Sea Hills Province in Port Sudan. Large numbers of Beja nomad people were reported to have left their homes in the Red Sea Province, grouping into camps and open areas around towns and villages along the main road from Port Sudan to Kassala. 67,000 people were reported to be in need of help, having lost all their camels and other domestic animals and being without means of survival.

The Beja nomads are the most vulnerable victims of the drought in Sudan. They normally live on limited dura cultivation and follow their herds of camels, goats, sheep and donkeys to various grazing regions depending on the season. The inland summer rainfalls have failed and their harvest has been nil. Those animals which have not succumbed are sold for dura. The nomad diet of the Bejas is dura, lentils, milk, dates, sugar and meat at rare instances, mostly feasts. Vegetables or green leaves and fruits are rare in the districts and do not enter into their normal diet. Eggs are produced for sale but are traditionally not eaten. Wheat can at present be a substitute for dura although dura is preferred. The absence of milk in the diet has led to endemic night blindness among the children and several cases of corneal maceration and even total eye destruction has been noted. The current diseases and illnesses are measles, diarrhoea, pneumonia, tuberculosis and intestinal parasitic diseases are frequent. The panorama of fimine.

The authorities, with the support of the UNICEF and the WHO, have recently started an integrated development programme in favour of the Beja people. The present drought situation seriously threatens the outcome of this programme.

More than 10,000 Beja nomads, the number rapidly increasing, have taken refuge in 14 camps near villages and towns along the road between Port Sudan and Derudeb. A very limited distribution of foodstuff is being carried out on the initiative of the local government, Sudanese Red Crescent volunteers and private people.

SUDAN


EGYPT
LIBYA
RED SEA
Port Soudan
Sinkat
Haiya
Atbarah
Derudeb
CHAD
Mellit
Kutum
Ondurman
Khartoum Bahri
KHARTOUM
Kassalā
Wad Medani
Gedaref
Geneina
Fort
El Obeid
En Nahud
Kebkabiya
Nyala
ETHIOPIA
CENTRAL AFRICA
Juba
REP. ZAÏRE
UGANDA
KENYA
League/SRC relief programm

A number of Beja nomads ranging between 40-60,000 are scattered in small groups of 4-6 families in distances of up to 70 km from the road, most of these people without any food.

During their stay the Swedish team distributed 24 tons of locally purchased foodstuffs to camps and settlements in the rural areas and over 500 kg basic drugs to 3 hospitals.

A nutritional suvey carried out in 2 camps and one remote area village showed several malnutrition for more than 1/3 of the children examined and a further 1/3 moderately malnourished.

PLAN OF ACTION

1. Distribution of Supplementary Rations and Special Feeding Programmes

The districts of Derudeb, Haija and Sinkat with approximately 220,000 people are the most drought affected areas of the Red Sea Province. According to government estimates one third of them are seriously affected by the drought. The target population for the Sudanese Red Crescent/League operation is 25,000, comprising the most vulnerable sections of the population.

Supplementary feeding programmes will be prepared for 5,000 of the most vulnerable people in the camps in support of the general feeding efforts.

To reach out with immediate relief to 20,000 people in remote areas satellite distribution points will be established at places with sufficient and secure supply of drinking water in order to avoid further concentration in camps.

2. Health and Sanitation Services

Provision of medicaments and sanitation measures, League health and relief delegate assisted by locally recruited health personnel to cover camps and Red Cross satellite feeding centres.

3. Shelter

10,000 blankets will be provided to the most vulnerable to supplement the present available shelters.

PERSONNEL

14 Sudanese Red Crescent employees assisted by 5 League delegates and a number of Red Crescent volunteers will be needed to carry out the relief operation.

TRANSPORT

Big trucks are available on hire basis to transport relief goods from Port Sudan to centres along the main road. For further transport into rural areas two smaller trucks and two landcruisers will be needed. One small car will be needed for transport in Port Sudan.

FUTURE PROSPECTS

When assessments have been finalised in Western Sudan, the Sudan operation will probably be expanded to also cover relief and development needs in Northern Darfur.

The League strongly appeals for support to the Sudanese Red Crescent Society for this opertaion, according to the budget which follows. Donors are requested to contact the League on pledges and planned shipments, and for any further information required. We wish to emphasise that cash donations as well as kind are vital to cover local purchase, transport and operating costs.

SUMMARY OF EXTERNAL REQUIREMENTS

A. CASH

		SFr	$
1. Supplies and non-capital equipment (local purchase)			
- Lentils	100 mt	50,000	20,000
- Edible Oil	250 mt	1,000,000	400,000
- Dates	200 mt	250,000	100,000
	550 mt	1,300,000	520,000
2. Warehousing and Transport			
- Port Clearance, Loading		50,000	25,000
- Local Transport		290,000	116,000
3. Capital Expenditure			
- 2 Toyota Landcruisers		70,000	28,000
- 2 Trucks (7 mt)		250,000	100,000
- 1 Toyota Hilux - double cabin		30,000	12,000
- Spares		35,000	14,000
4. Personnel			
- Medical Relief and Support Personnel in Field and Headquarters		70,000	28,000
5. Communications, Information and Administration Expenses		15,000	6,000
6. Contingency		100,000	40,000
League			
1. Personnel (1 team leader, 3 relief delegates and 1 health delegate)		110,000	44,000
2. Operational Support (Geneva and regional level)		50,000	20,000
TOTAL CASH		2,370,000	948,000

KIND

	MT	SFr	$
1. Food Supplies			
- Wheat flour	2,800	1,750,000	700,000
- Lentils	500	250,000	100,000
- Sugar	200	110,000	44,000
- DSM	60	120,000	48,000
	3,560	2,230,000	892,000
2. Medical Supplies			
- WHO Standard Medical Kits 6 x List A		30,000	12,000
3. Equipment			
- 10,000 blankets		100,000	40,000
TOTAL KIND		2,360,000	944,000

GRAND TOTAL

	SFr	$
Cash	2,370,000	948,000
Kind	2,360,000	944,000
	4,730,000	1,892,000

DROUGHT APPEAL SUDAN - NORTHERN DARFUR 10 December 1984

Following an appeal May this year from the regional government of Darfur in favour of 1 million drought-affected people an initial survey mission was carried out by the Sudanese Red Crescent, assisted by the League Chief Delegate in Sudan. During this mission new Sudanese Red Crescent local committees were established in 5 towns in Northern Darfur.

Considering the vastness of the area and the complexity of logistical problems, it was decided to send an experienced field delegate from the British Red Cross an a longer-term survey mission to assist the Sudanese Red Crescent in assessing needs and relief possibilities in Northern Darfur.

Based on his report, on recent information of influx of several thousand border crossers coming into the area from Chad, and on recent FAO/WFP reports of failing 1984 crops, the League now appeals for support to a League/Sudanese Red Crescent relief programme to provide food and medical assistance for a target group of 50,000 of the most vulnerable people, mainly women, children and old people.

The relief operation is planned to start in December and last for an initial period of just over 6 months until end June 1985.

A total of SFr. 10.3 million is needed to cover purchase of 4,500 tons food, medical supplies, vehicles, equipment and operating costs. This is in addition to the appeal of 9 November 1984 for North East Sudan for cash and kind to a value of SFr. 4.7 million.

BACKGROUND

As mentioned in the appeal for North East Sudan dated 9 November 1984, the drought situation in eastern, central and western parts of Sudan has deteriorated seriously during 1983 and 1984.

In Darfur some harvest of the main local staple sorghum has been obtained during November 1984, but the general situation in the province is reported to be very serious. Some foodstuff is presently available locally, but at high prices. The situation is expected to deteriorate further during the early months of 1985, when food supplies from the November 1984 harvest is expected to be running out.

The normal migration pattern of the nomad people of Northern Darfur, where people have traditionally hearded their animals from North towards the El Fasher/El Geneina line during the dry season and further up North during the rainy season, has been disrupted by the latest years of drought. The northernmost area now reached by those still having animals left is the El Fasher/El Geneina line during the rainy season and southwards during the dry season.

The more settled part of the population traditionally living in villages and towns north of the El Fasler/El Geneina line are to a considerable extent being forced to migrate southwards in search of areas where better possibilities for living still exist. Many villages in the North are now completely deserted.

The present most at risk groups are:

- People who have left villages which can no longer support them and are moving North-South but with little or no means to obtain food.
- People who have left villages and have moved into towns but with little or no means to obtain food.
- People left in villages with little or no means to support themselves who lack even means to move out of the village.

PERSONNEL

Employment locally of 4 additional programme staff members and 2 secretaries to strengthen the Sudanese Red Crescent.

Assistance from 5 League delegates for an initial period of 6 months from January - June 1985, with possible extension.

The following delegates are needed:

1. Team Leader/Head of sub-delegation, responsible in his area for:
   a) planning and management of the relief operation, reporting, finances etc.;
   b) examining further possibilities to procure locally available foodstuffs and other needed relief items;
   c) developing contacts with government, UN agencies and NGO's;
   d) working with and developing the operational capacity of the SRCS local branches.
2. Relief Delegates (2)
   a) establish supply lines and logistical basis for relief operation;
   b) be responsible for maintenance and operation of vehicles required for the operation;
   c) assist SRCS staff/volunteers on all logistical matters;
   d) assist SRCS in setting up relief teams.
3. Health Delegates (Nurses or Doctors) (2)
   a) carry out regular nutritional surveys in relief areas;
   b) assist SRCS in nutritional training;
   c) advise delegates, SRCS volunteers on health aspects of the programme.

In addition to relevant professional qualifications all delegates should have following qualifications:

a) previous experience of relief programmes in Africa, if possible with the Red Cross;

b) willingness to live under difficult conditions;

c) capacity to manage and an ability to transfer knowledge while working under difficult conditions.

TRANSPORT

Big trucks are available on hire basis to transport relief goods from Port Sudan/Khartoum to El Fasher.

For further transport into relief areas 2 trucks and 3 landcruisers will be needed. One small car will be needed for local transport of personnel and personal supplies in the area.

Most of the above people are women, children and the old. Many men have already moved away to Khartoum and other major centres of potential employment.

The Sudanese Red Crescent in Darfur is becoming well organised, enthusiastic and more extensively developed. Leading and well-respected figures in putlic life and commerce are involved heavily and much work has already been undertaken by various groups. Main activities have been raising of money locally to purchase and distribute food. Considerable amounts of food have already been distributed this way by local Sudanese Red Crescent groups.

Nutritional survey results show an abnormally high rate of malnutrition even among established populations of towns where income is high enough to provide adequate diet. Children are displaying the problems associated with poverty and malnutrition: Diarrhoea, chest infection, coughs, worms, malaria, intestinal infections, etc. Local government medical services based on dispensaries have insufficient supplies.

PLAN OF ACTION

1. Reception Centres

Support for establishing Sudanese Red Crescent reception centres at El Fasher and Kebkabiya to assist destitute migrants on journey North-South. These towns are traditionally visited by migrants in search of provisions for the further journey towards South. Assistance at these centres is to be composed of food rations and blankets. In addition the centres will gather information about the situation in northern areas and will communicate information about where to go for settlement in southern Darfur, in cooperation with the local government of Darfur. This information service has already been started by the Sudanese Red Crescent.

2. Food Distributions Villages/Settlements

This will provide "first aid" food to localised vulnerable people left behind in villages without means to support themselves. The food aid at this stage will consist of normal full rations as the affected population is scattered and not yet reached by government or other organisations. The longer-term food needs will have to be covered by government, UN and other NGO's.

3. Health Assistance

This will consist of a combination of emergency curative services through provision of basic medical supplies to the most vulnerable groups and advisory services through training in nutrition.

PHASING OF OPERATION

1. December 1984

Provision of funds for local purchase of food in El Fasher and supply of 50,000 blankets for winter in support of present Sudanese Red Crescent efforts to distribute food to most vulnerable groups.

2. January - June 1985

- Provision of foods for local purchase of food in Khartoum area and food from outside not available locally.

- Provision of funds for purchase of vehicles/trucks as specified in budget.

- Medical supplies as specified in budget.

FUTURE PROSPECTS

A decision on a possible extension of the programme until November 1985, where next harvest can be expected, will be taken when the effect of responses by government and other organisations is known. In addition, analysis of possible development projects will be undertaken in the coming months.

The League strongly appeals for support to the Sudanese Red Crescent Society for this operation, according to the budget which follows.

Donors are requested to contact the league on pledges and planned shipments, and for any further information required. We wish to emphasise that cash donations as well as kind and services are vital to cover local purchase, transport and operational costs.

SUMMARY OF EXTERNAL REQUIREMENTS

A. CASH		SFr	$
1. Supplies and non-capital equipment:			
a) local purchase Darfur:			
- Dura (= sorghum)	360 mt	525,000	210,000
- Edible oil	45 mt	182,000	72,800
- Lentils	45 mt	63,000	25,200
b) Local purchase Khartoum:			
- Dura (= sorghum)	3,240 mt	4,000,000	1,600,000
- Edible oil	405 mt	1,220,000	488,000
- Lentils	405 mt	250,000	100,000
Total local purchase of food	4,500 mt	6,240,000	2,496,000
2. Warehousing and Transport			
- Port Clearance, Loading		10,000	4,000
- Local Transport (including fuel)		1,260,000	504,000
- Storage		500,000	200,000
3. Capital Expenditure			
- 3 Toyota landcruisers		105,000	42,000
- 2 Trucks (1 x 15, 1 x 10 mt)		325,000	130,000
- 1 Toyota Hilux - double cabin		30,000	12,000
- Spares		50,000	20,000
- Office equipment		150,000	60,000
4. Personnel			
- Programme personnel and support in field and headquarters		100,000	40,000
5. Communications, Information and Administration Expenses		50,000	20,000
6. Contingency (including pre-investment and piloting of development projects)		420,000	168,000

League

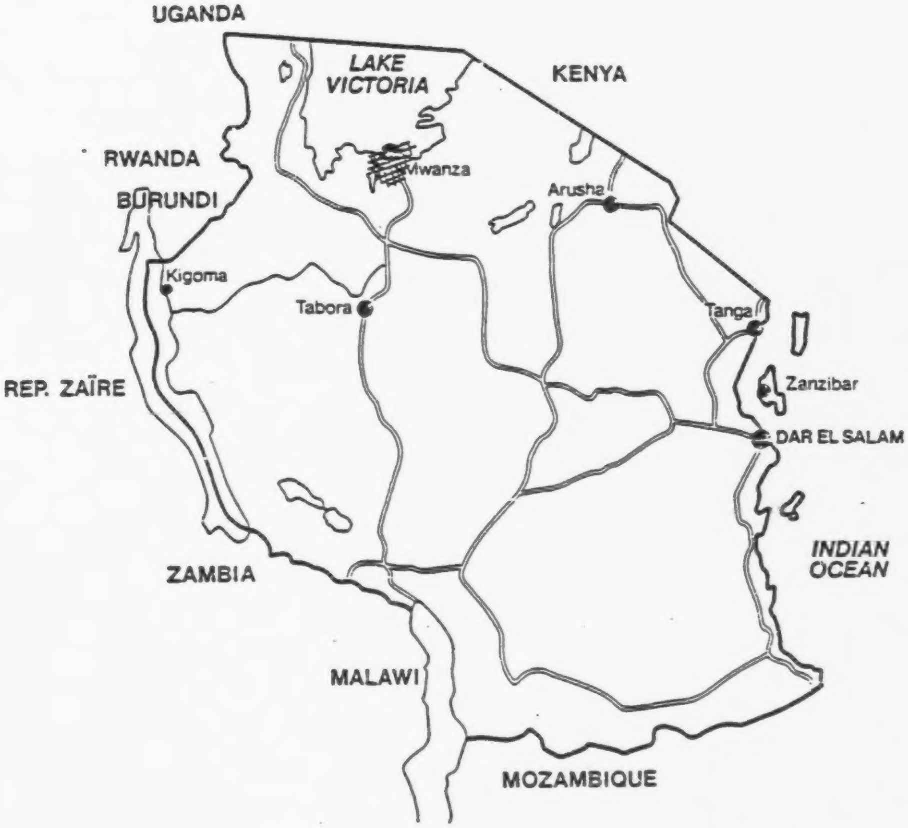
1. Personnel (1 team leader, 2 relief delegates and 2 health delegates)	110,000	44,000
2. Operational Support (Geneva and regional level)	50,000	20,000
TOTAL CASH	9,400,000	3,760,000

B. KIND	MT	SFr	$
1. Food Supplies			
- Sugar	200	150,000	60,000
- DSM Vitamin A enriched	100	220,000	88,000
	300	370,000	148,000
2. Medical Supplies			
- WHO Standard Medical Kits 6 x List A		30,000	12,000
3. Equipment			
- 50,000 blankets		500,000	200,000
TOTAL KIND		900,000	360,000

GRAND TOTAL

Cash	9,400,000	3,760,000
Kind	900,000	360,000
	10,300,000	4,120,000
Plus Red Sea Hill Area appeal: —	4,730, 000	1,892,000
total Sudan appeal		6,012,000

TANZANIA


UGANDA
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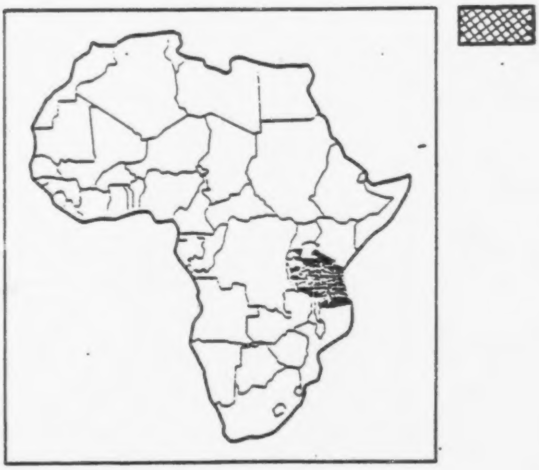
KENYA
RWANDA
BURUNDI
Mwanza
Arusha
Kigoma
Tabora
Tanga
REP. ZAÏRE
Zanzibar
DAR EL SALAM
INDIAN OCEAN
ZAMBIA
MALAWI
MOZAMBIQUE



TANZANIA - DROUGHT APPEAL 10 December 1984

Following reports in July 1984 that the drought situation in the northern part of the country was worsening, a League survey mission visited Tanzania during August. Based on their report the League appealed for support for a relief programme to reach an initial target population of 15,000 children under five during the period October 84 - April 85. Initially 900 tons of food supplies and cash for operational costs were required.

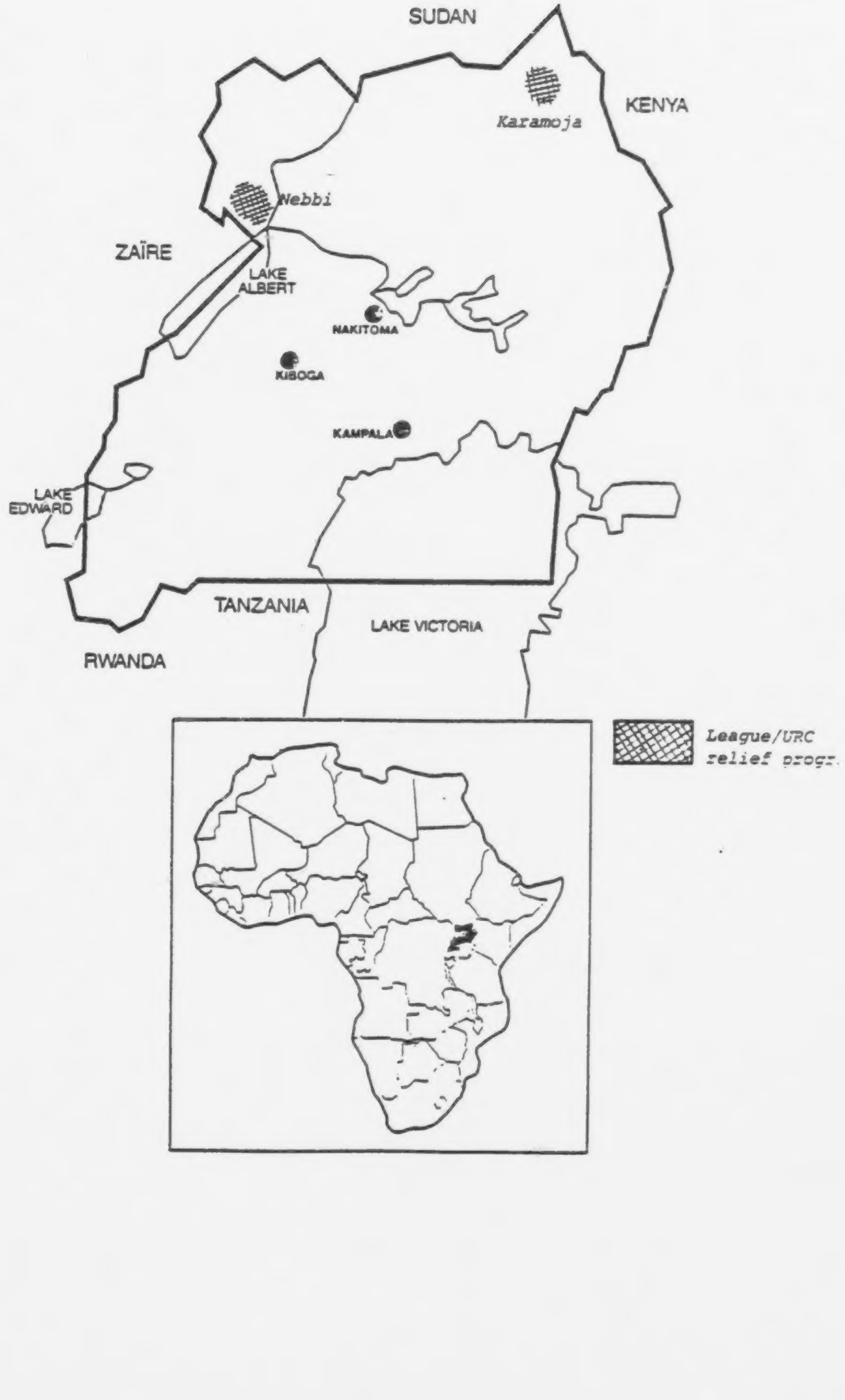
The operation in Tanzania has taken longer to get underway than was expected. Vehicles for the operation arrived in the relief area late November. Sufficient food supplies to start the actual distribution will arrive by mid-December.

Reports received from the delegation indicate a need to expand the operation during the early months of 1985 to reach an additional target group of 30,000 children under five. This will involve an additional cash requirement of SFr 300,000 for local purchases, warehousing and transport and an additional need for gifts in kind of SFr 600,000.

The delegation has so far been able to do limited surveys of the area, and their estimates for the expansion of the operation are mainly based on figures from the local authorities.

The League therefore emphasises that the appeal to cover this expansion will be made after the actual distribution has started, and the situation in the area studied in more detail.

UGANDA


SUDAN
KENYA
Karamoja
Nebbi
ZAÏRE
LAKE ALBERT
NAKITOMA
KIBOGA
KAMPALA
LAKE EDWARD
TANZANIA
LAKE VICTORIA
RWANDA
League/URC relief progr.

UGANDA - DROUGHT APPEAL 10 December 1984

GENERAL

The Uganda Red Cross has played a key role over the past 18 months in the major relief operation in the 'Luwero Triangle', north of Kampala. At the peak of the operation the Society employed 300 people, a select group of whom are now highly trained in all aspects of relief work.

Following on from this operation new relief needs are developing in other parts of Uganda, notably as a result of drought in Nebbi district and in Karamoja. League/Uganda Red Cross are therefore establishing operations to assist 50,000 people in these two areas, at a total cost of SFr 2.4 million. ($ 960,000)

NEBBI

At the Government's request, URCS carried out a comprehensive medico-nutritional survey in Nebbi district, NW Uganda, in October. There have been no significant rains in seven sub-counties of this district since October 1983 and 3-400 people died between July-September, partly as a result of starvation. Over 850 families have migrated outside the district, resulting in social and economic repercussions. 38% of the children sampled during the survey are likely to shift from mild to severe malnutrition within 3-4 weeks without immediate assistance.

The League/URCS has now started a five-month relief operation to provide 600 mt foodstuffs to 15,000 of the most vulnerable people in the district. The food will be distributed both as a dry ration supplementing the basic diet, and through feeding centres, for vulnerable groups.

Seven distribution points will be established in the district. Food will be purchased in Kampala and transported by train. From the warehouse in Nebbi 4 trucks will be used for local distribution. Seven light vehicles will also be required and a field workshop will therefore be established to ensure that the vehicle fleet runs at maximum capacity.

URCS will employ 52 full-time staff for the operation; 33 running the distribution programme; 11 drivers; and 8 in Kampala. One experienced League delegate will also work with URCS on this operation.

KARAMOJA

League/URCS carried out a preliminary survey in Karamoja in October to determine the best role for Red Cross in the drought relief operation. Red Cross involvement during the last famine of 1980-81, when an estimated 50,000 people died, was centred around Dodoth County, in North Karamoja; League/URCS will again concentrate on this area in the current drought operation.

Karamoja is a drought-prone area, and it is normal to have little or no rainfall every three or four years. The people are semi-pastoralists who live on a diet of cattle milk and blood, supplemented by maize, sorghum and millet.

Dodoth County has an estimated population of 709,000 people. Crops in this area have been damaged by lack of rainfall, and the harvest in Dodoth is unlikely to be much above 10% of the normal. There will be a severe food crisis here as in many other parts of Karamoja, by January 1985. League/URCS will therefore become involved on an emergency basis, with a relief programme complementing the long term development work of other agencies working in Karamoja, and avoiding the creation of dependency on food handouts.

The League/URCS joint action will aim to give relief support to some 35,000 people affected by the drought situation. From January to June 1985, 2,000 mt of foodstuffs supplied by WFP will be distributed in collaboration with WFP and other agencies. League/URCS will also be responsible for the administration of the warehouse in Kaabong, and supervision of food for work programmes for beneficiaries.

To assist URCS, two experienced field delegates have been recruited for 6 months, based in Kaabong. Under the supervision of the URCS field officer, 28 local staff will be recruited and trained to carry out the programme.

OTHER OPERATIONS

It is likely that URCS may also get involved in other relief operations during 1985, since there is now widespread recognition in Uganda of the Society's capacity to carry out effective operations. UNHCR has already requested URCS to act as its operating partner in a resettlement programme for 35,000 people of Rwandese origin in SW Uganda, and when this commences an additional League delegate may be assigned to Mbarara to work with URCS.

RESOURCES

(a) Training

The Uganda Red Cross now has a well trained and effective relief staff, able to carry out surveys and run full-scale relief operations.

The League delegation will work closely with URCS, as it has done over the past 18 months, to continue to develop the capacity of URCS staff in all aspects of relief management, both through formal training and practical experience.

(b) Central Warehouse/Workshop

To develop further the relief capacity of URCS for the Nebbi and Karamoja operations, and for the future, there is a need to construct a central warehouse and vehicle workshop in Kampala and to establish stocks of essential relief supplies.

An appropriate site has been selected for this warehouse, and the exact plan and budget based on a thorough assessment of the Society's needs is now being finalised. The construction will be financed in part by the ICRC, but additional funds as indicated in the budget will be required to cover the total costs.

(c) Transport

A large fleet of trucks and light vehicles, together with a vehicle workshop, have been established during the Luwero operation. Some vehicles are now being transferred by the ICRC to operations elsewhere, but it is expected that a part of the fleet will remain in Uganda for use by URCS in future operations. The League will however need to purchase 2 additional 10 ton trucks and 2 landcruisers for use in the Karamoja and Nebbi operations.

REGIONAL SUPPORT

Additional support will be provided, particularly in the purchase and forwarding of essential relief supplies and equipment, by the League regional delegate in Kenya.

BUDGET

A. Cash

Uganda Red Cross	SFr	$
1. Supplies and non-capital equipment	-	
2,000 mt wheat (supplied by WFP)		
600 mt maize meal/beans (local purchase)	525,000	210,000
medical/nutritional equipment	35,000	14,000
2. Warehousing and transport	282,000	112,800
3. Capital		
Central Warehouse Construction	400,000	160,000
2 Toyota Landcruisers	74,000	29,600
2 x 10 ton trucks	110,000	44,000
Radio	25,000	10,000
4. Personnel	86,000	34,400
Training	50,000	20,000
5. Communications	12,000	4,800
6. Information	5,000	2,000
7. Administration	10,000	4,000
8. Contingency for other operations	200,000	80,000
League		
1. Personnel Chief Delegate (1 year) Medical Delegate (6 months) 3 Relief Delegates (6 months)	300,000	120,000
2. Information	5,000	2,000
3. Operational support (Geneva and regional level - Nairobi)	150,000	60,000
Total Cash	2,269,000	907,600

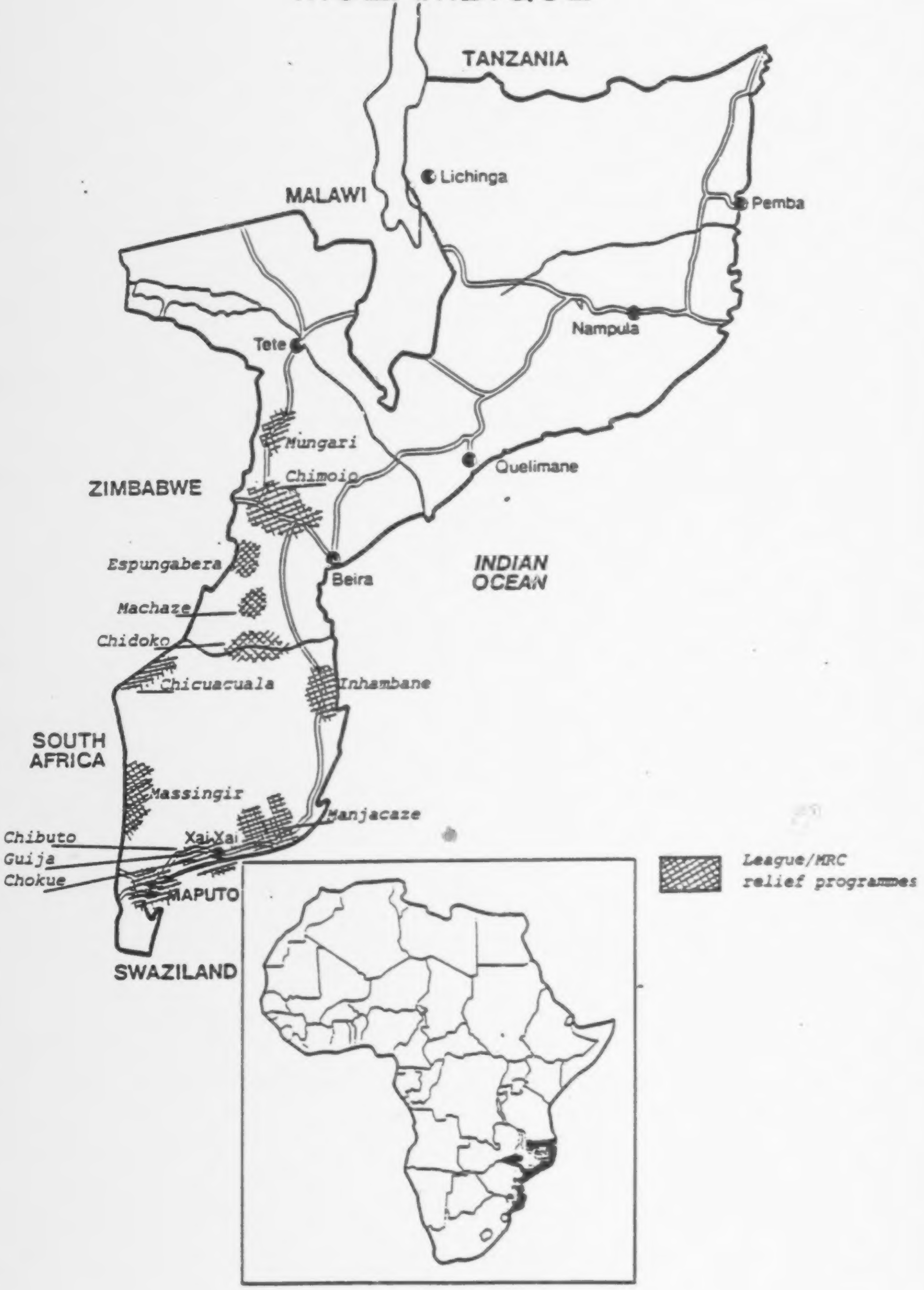
B. Kind	Estimated Value (incl. freight)	
10 mt edible oil	30,000	12,000
30 mt dsm	120,000	48,000
Total Kind	150,000	60,000
GRAND TOTAL	2,419,000	967,600

MOZAMBIQUE - DROUGHT APPEAL

10 December 1984

According to the latest government estimates, 2,425,000 people in 6 out of 10 provinces in Mozambique are affected by drought or threatened by famine. Of these, 1.4 million are considered by government to be seriously affected. The present critical food shortage is expected to continue at least up to the April/May 1985 harvest if the rains that have started falling in several areas of the

MOZAMBIQUE


TANZANIA
Lichinga
MALAWI
Pemba
Tete
Nampula
Mungari
Chimoio
Quelimane
ZIMBABWE
Espungabera
Beira
INDIAN OCEAN
Machaze
Chidoko
Chicuacuala
Inhambane
SOUTH AFRICA
Massingir
Manjacaze
Chibuto
Xai-Xai
Guija
Chokue
MAPUTO
SWAZILAND
▨ League/MRC relief programmes

country continue for the next two months. The worst affected provinces include Maputo, Gaza and Inhambane in the South, and Manica, Sofala and Tete in the centre and north.

The League/Mozambique Red Cross operation is now looking into ways of expanding its activities for some of the most severely affected people, despite the security constraints and the fuel shortages which hamper relief assistance. In addition the ICRC has been closely associated with surveys of the affected areas with the League/MRC team and the subsequent discussions of operational plans.

BACKGROUND

During 1984 the League/MRCS relief operation has seen a new development in its action with the airlift of relief supplies and agricultural inputs into Machaze District in Manica Province. The relief actions in Maputo, Gaza and Inhambane Provinces continued to be carried out regularly. This included activities in the feeding centre of Manjacaze, Gaza Province, as well as general feeding programmes in this area. Furthermore, a programme of distribution of milk in primary schools and health centres in a number of districts in and around the capital, Maputo, and a programme of distribution of food and soap, providing training in mother and child care, including nutrition and hygiene, have continued throughout 1984.

During 1984 MRCS provincial delegations were supplied with foodstuffs, clothing and general relief goods such as blankets, tents and beds from the central warehouse in Maputo, to support orphanages, schools, hospitals and other social institutions in their area.

For the remainder of 1984, League/MRCS aims to continue assisting approximately 50,000 people in Manica Province (Machaze and Mungari), 90,000 people in Gaza Province (Manjacaze), 5,620 children in 15 primary schools in Maputo City, and 4,407 sick people in 31 hospitals and health centres in Maputo Province, and 30,000 people in Inhambane Province (Maxixi). Furthermore, assessments will be made up until the end of year in Gaza Province with a view to extending the programme to the districts of Chicualacuala and Massingir, as well as extending the existing programme in Manjacaze. Assessments will also be carried out in order to extend the programme to the districts of Save (formerly Chidoko), Dombe and Espungabera, in the southern part of Manica Province, and to the districts of Guru and Tambara, in the northern part of Manica Province, which at present are already receiving some assistance from the MRCS/League relief operation. Subject to an improvement in the security situation, assessments will be carried out during 1985 with a view to initiating Red Cross action in Sofala Province and expanding the action in other areas of Inhambane Province.

PLAN OF ACTION - 1985

1. Distribution of food rations, special feeding programmes and other forms of assistance

The target population for 1985, subject to the security situation, is tentatively set at 280,000. This comprises the most vulnerable sectors of the population in the areas where Red Cross can intervene and where no other forms of assistance are being provided by the government or by other non-governmental agencies, according to the following breakdown:

Provinces	Affected Population (by drought)	Seriously Affected	Target(*)	General Food(*)	Special Feeding(*) Intensive	Special Feeding and other forms of assistance(*)
Maputo City) Maputo)	350,000	350,000 (incl. flood victims)	10,000	---	---	10,000
Gaza Inhambane	235,000) 365,000)	300,000	200,000	195,150	350	4,500
Manica Sofala	640,000) 500,000)	600,000	70,000	68,150	50	1,800
Tete	335,000	150,000	---	---	---	---
	2,425,000	1,400,000	280.000	263,300	400	16,300

(*) Based on present capacity and number of people being assisted.

General food distributions of standard rations will be carried out in Maputo, Gaza, Inhambane and Manica at least up to April/May 1985. In Manica Province the objective is to fly the maximum quantities of foodstuffs and agricultural input, before the rains start falling heavily, into the districts where the DC-3 aircraft hired by the League can land. In other locations where the aircraft cannot land, MRCS/League are looking into the possibility of hiring a helicopter to carry out distributions. The stocks flown in will be distributed under the supervision of MRCS personnel with regular monitoring by League delegates. Similar airlifts may take place in the districts of Chicualacuala and Massingir in Gaza Province, subject to assessments being made at present.

League/MRCS will continue to run Red Cross feeding centres in Machaze (Manica) until special assistance is required, and in Manjacaze. Feeding centres will be established in the areas where assessments are being made whenever they are required.

2. Health Services and Schools

League/MRCS will continue to assist approximately 5,620 children in the 15 primary schools in Maputo City through a programme of milk distribution and approximately 4,500 sick people in 31 hospitals and health centres in Maputo Province.

3. Shelter

Emergency shelter, mainly in the form of tents, for the most vulnerable people will always be provided in special feeding centres.

League/MRCS propose to work with the Ministry of Health to set up an orphanage seven kilometres from Manjacaze, Gaza Province, to provide a permanent shelter for the orphans staying at present in special feeding centre of Manjacaze. The MRCS provincial branch in Manica is looking into a similar solution for the orphans found in Machaze and in other areas of the Province, for which the provincial government has already provided a location which will be available on 1st January 1985.

PERSONNEL

MRCS

Currently almost all the Society's human resources are devoted to the relief operation at headquarters level and in the provinces where the actions are taking place. New staff may be recruited during 1985 in order to strengthen the personnel structure needed for the expansion of the operation. The League will continue to finance some of those posts as MRCS financial resources are limited.

League

The League currently has 8 delegates engaged in the relief operation based in Maputo, Beira and Chimoio. A minimum of 6 delegates will have to continue to maintain the delegation's supporting supporting services and in 1985 more delegates may be needed subject to the present assessments in several areas of the Provinces of Gaza and Manica.

TRAINING

The relief operation has so far provided training to MRCS volunteers in the fields of warehousing, logistics and nutrition, and this is further developing its capacity to respond more effectively to disasters. These training activities will continue throughout 1985 wherever new activities are initiated and existing ones are continued.

COORDINATION

As mentioned above, coordination and cooperation with the ICRC delegation in Maputo and through joint field visits is regularly maintained. The government, through its "Departamento de Prevencão e Combate às Calamidades Naturais", together with CARE, has created a Compendium of NGO and UN Relief and Emergency Activities in order to keep members of the wider assistance community informed of each other's activities. The UNDP office in Maputo coordinates, through regular meetings with NGO's representatives and those of the UN system, the relief effort throughout the country.

At the provincial level, relief action is coordinated by local authorities, namely by the governor's office.

TRANSPORT/COMMUNICATION

Taking into account the needs on the one hand and the security situation on the other, it is clear that transportation by air is the only practical solution for people living in certain areas. Road transportation of relief supplies from Maputo to Manjacaze and Inhambane can still be made during the daytime, but areas which are only accessible by air include Chicualacuala and Massingir in Gaza Province, locations North of Inhambane town, and away from the main roads Maputo-Inhambane and Beira-Mozambique/Zimbabwe border in the provinces of Manica and Sofala.

Subject to these constraints the present fleet of trucks can cover the present requirements with the exception of the provincial delegations of MRCS in Maputo, Zambesia, Tete, Cabo Delgado and Niassa, where, if they were equipped with one truck and trailer, they could provide a better level of assistance in the areas surrounding their towns. Otherwise, the transport of relief goods to other areas can only be effected by the rental of an aircraft for areas where airstrips exist or a helicopter for areas where airstrips do not exist. This involves a very high transportation cost for goods inside the country.

As part of its development programme, the League is studying the possibility of helping MRCS to establish its own vehicle workshop with the objective of servicing and repairing not only its own vehicles, but also those of other agencies, thus providing a source of income.

The League is also studying the possibility of supporting the establishment by the MRCS of a radio network throughout all provincial delegations in order to improve the communication and information flow within the country.

The League therefore appeals for support to the Mozambican Red Cross Society for this operation, according to the budget which follows. Donors are requested to contact the League on pledges and planned shipments, and for any further information required. We wish to emphasise, for the reasons explained above, the need for cash donations to finance internal transportation costs. In the present situation in Mozambique, the League cannot guarantee to distribute supplies despatched without these costs having been covered.

BUDGET

(for the period January 1 to December 31, 1985)

A. CASH	SFr	SFr	$
MRC			
1. Warehousing and Transport	1,600,000		640,000
2. Capital Expenditure (inclusive 7 light vehicles, 5 trucks)	900,000		360,000
3. Personnel	600,000		240,000
4. Communications (inclusive 10 radio sets)	200,000		80,000
5. Information	25,000		10,000
6. Administrative Expenses	50,000		20,000
7. Contingency	100,000		40,000
League			
1. Personnel (see budget notes)	900,000		360,000
2. Operational Support (Geneva and regional level)	200,000		80,000
Total Cash		4,575,000	1,830,000

B. KIND	MT	SFr	SFr	$
Supplies and non-capital equipment				
- Maize in grain	4,000	1,920,000		768,000
- Maize flour	10,000	6,600,000		2,640,000
- Dried fish	500	1,550,000		620,000
- Butter beans	300	382,500		153,000
- Cow peas	500	637,500		255,000
- Milk powder	900	1,800,000		720,000
- Edible oil	100	300,000		120,000
- Sugar	100	61,000		24,400
Total Kind	16,400		13,251,000	$5,300,400
GRAND TOTAL			17,826,000	7,130,400

BUDGET NOTES

- Donors providing food supplies are requested to contribute towards internal transport cost as outlined above.
- Donors wishing to contribute food supplies other than those mentioned above should contact the league to establish whether supplies are suitable.
- All donations of vehicles must include one complete set of spare parts.
- Budgeted League personnel are as follows:

  1 Deputy Chief/Relief Delegate
  3 Relief Delegates
  1 Logistic/Transport Delegate
  1 Finance/Administrative Delegate
  1 Technical Delegate (Nutritionist/Nurse)
  1 Technical Delegate (Communication)

- 2,000 mt of maize in grain and 2,000 mt of maize flour already pledged by World Vision International through an agreement with Mozambican Red Cross.

CAPE VERDE - DROUGHT APPEAL 22 November 1984

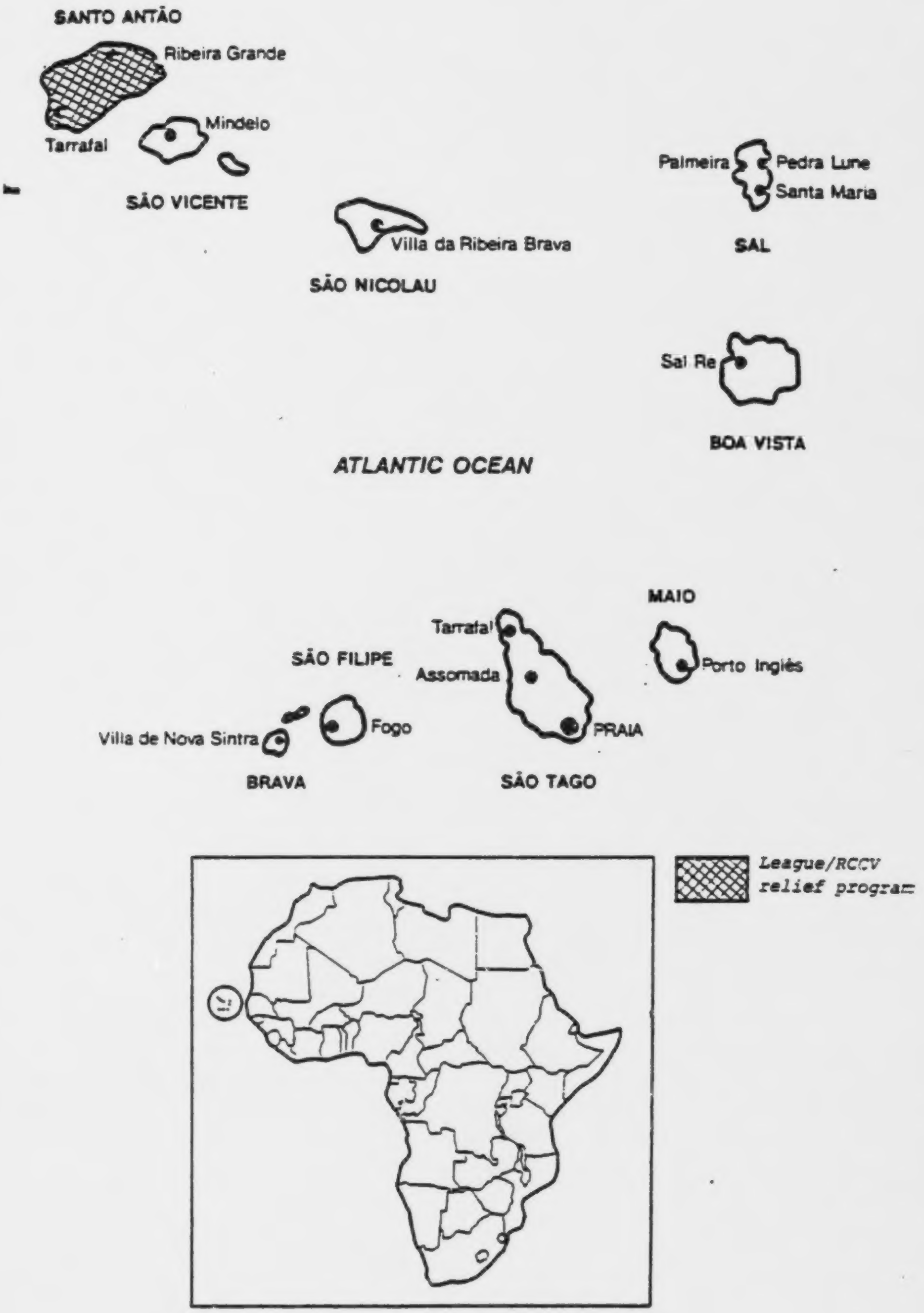
GENERAL SITUATION

14 years of drought. The situation grew worse during the year 1982-1983. The aggravation of this drought developed the migratory phenomena which, at first, left families deprived before their men could possibly send them funds. This situation has obliged the women to seek work in the fields or go fishing, resulting in that the children are left to their fate for most of the day and are poorly nourished.

The Cape Verde Red Cross, taking into consideration its administrative capacity and the extent of disaster in the different islands, has decided to sustain its efforts of aid to the island of Santo Antao. This choice meets with three criteria:

1. Practically the whole population of the island are victims; (43,198 persons).
2. A thorough analysis of the nutritional plight has been carried out;

CAPE VERDE


SANTO ANTÃO
Ribeira Grande
Tarrafal
Mindelo
SÃO VICENTE
Villa da Ribeira Brava
SÃO NICOLAU
Palmeira
Pedra Lune
Santa Maria
SAL
Sal Re
BOA VISTA
ATLANTIC OCEAN
MAIO
Porto Inglês
Tarrafal
Assomada
PRAIA
SÃO TAGO
SÃO FILIPE
Fogo
Villa de Nova Sintra
BRAVA
League/RCCV relief program

3. The local Red Cross committee's capacity is sufficiently operational;

4. The Trustee Ministry has accepted this choice.

POPULATION GROUP REQUIRING ASSISTANCE

Amongst the 10,000 children on the island aged between 0-6 years, the nutritional analysis shows the existence of 3.1% of children suffering from acute malnutrition and 20.8% suffering from chronic malnutrition. (Respectively 310 and 2,080 children).

NUTRITIONAL PROGRAMME

1. Duration of programme:

   there will be an 8-month programme, divided into two stages:

   - acute malnutrition, 2-6 months
   - chronic malnutrition - 8 months.

2. Rations:

   acute malnutrition (mixture of 1 litre)

whole milk	80g.	320 cal.
sugar	60g.	240 cal.
vegetable oil	50g.	450 cal.
		1,010 cal.

The children will be given 1.5 litres of this mixture per day in 6 meals.

chronic malnutrition - (8 month programme)
acute malnutrition - (6 month programme)

whole milk	40g.	160 cal.
sugar	10g.	40 cal.
maize flour	50g.	200 cal.
		400 cal.

3. Quantity of foodstuffs:

a) chronic malnutrition (8 months)

	per month	2,080 children (8 months)
whole milk	1,200g.	20 M.T.
sugar	300g.	5 M.T.
maize flour	1,500g.	25 M.T.

b) acute malnutrition (2 months)		310 children (2 months)
whole milk	3,600g.	2.3 M.T.
sugar	2,700g.	1.7 M.T.
vegetable oil	2,250g.	1.4 M.T.

c) acute malnutrition (6 months)		310 children (6 months)
whole milk	1,200g.	2.3 M.T.
sugar	300g.	0.6 M.T.

SUMMARY

whole milk	27 M.T.
sugar	10 M.T.
maize flour	30 M.T.
vegetable oil	3 M.T. (1)

(1) including prevision for loss and damage.

For the treatment of undernourished children, the Cape Verde Red Cross requests a provision of vitamin A tablets.

PERSONNEL

The structure of the Cape Verde Red Cross being sufficient, the League will place at its disposal:

- 1 coordination delegate - the National Society is able to secure the services of a medical nutritionist;
- 1 logistics delegate;
- personnel for distribution work.

DEVELOPMENT

In the last three years, the Cape Verde Red Cross has made considerable progress in its development. The first general assembly has just been held and the administration has been entirely reorganised. There are six very active local branches (13 are foreseen).

Construction of six community centres is in progress - three are already built. Funds for these centres came from the Icelandic Red Cross (1 centre) and the Canadian Red Cross (5 centres). At present, the Cape Verde administrates a budget superior to US$ 100,000 and does not receive government subsidies.

The problem of the children of Santo Antao, the majority of whom are abandoned due to the emigration of their fathers and their mothers' jobs, calls upon solutions which can only be resolved in day nurseries and kindergartens.

Although insufficient, the government already carries out much work in this field through the intermediary of the Cape Verde institute of solidarity. The Cape Verde Red Cross would also like to assume responsibility for some children particularly those from the poorest classes. As of January 1985, concrete projects could be sent out.

PROVISIONAL BUDGET

		SFr	SFr	$
1)	Supplies and non capital equipment			
	Foodstuffs:			
	milk 27 M.T.	73,000		29,200
	sugar 10 M.T.	14,000		5,600
	maize flour 30 M.T.	14,500		5,800
	vegetable oil 3 M.T.	10,000	111,600	4,000
				44,640
2)	Warehousing and transport			
	a) international transport	20,000		8,000
	b) local transport	35,000		14,000
	c) warehousing	10,000	65,000	4,000
				26,000
3)	Capital expenditure			
	1 landrover - personnel transport	30,000		12,000
	2 landrovers - lorry-wheel chassis	70,000		28,000
	housing equipment	15,000		6,000
	equipment for distribution centres	30,000	145,000	12,000
				58,000

				S
4)	Personnel			
	League personnel	80,000		32,000
	local personnel	60,000	140,000	24,000
				56,000
5)	Communications		60,000	24,000
6)	Information		10,000	4,000
7)	Operational expenses and delegation administration		40,000	16,000
8)	Support Sahel programme		20,000	8,000
9)	Geneva support		30,000	12,00
	Contingencies (5%)		25,500	10,20
	TOTAL		647,000	258.8

Thanking in advance sister Societies for their support. All funds in cash must be transferred to the League in Geneva and contributions in kind should be forwarded to our delegation in Cape Verde as follows:

Délégation de la Ligue de la Croix-Rouge et du Croissant Rouge.
Santo Antao,
Cabo Verde.

CHAD - DROUGHT APPEAL

7 November 1984

GENERAL SITUATION

Following a mission of assessment, the League's programme Officer in charge of the Sahel, and Mr. Jim Henry of the British Red Cross found the situation alarming throughout the country. The results of their mission confirm those of the FAO/WFP in which they stated that this year's drought in Chad is the most serious since the beginning of the century.

On the 29th October 1984, the League's Departement of Information sent out a press release which was taken up by the mass media of several countries.

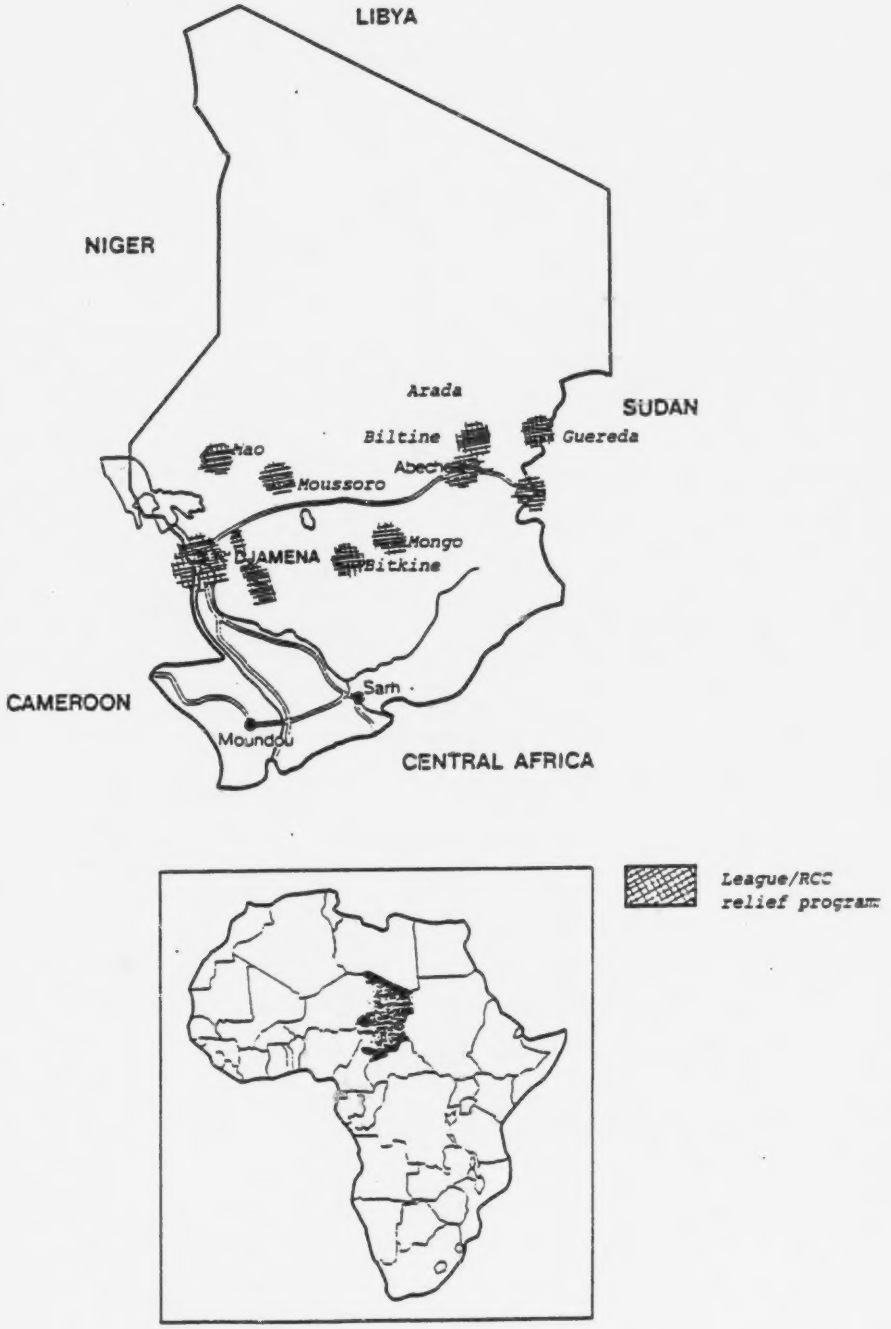
At present, following the rainy season, the first estimates established by a commission, mainly made up of the WFP, FAO and Chad authorities, show a cereal deficit of 285,000 tons, as against 168,000 in November 1983. The consequences of this dramatic situation are the deaths of thousand, children, adults; children abandoned by their parents who can no longer feed them and a migration of approximately 200,000 people desperately searching for food and water. Close on 80,000 of these people are centered in a radius of 40 km2 around N'Djamena.

RELIEF OPERATION

The League has taken immediate measures to reinforce its delegation with four more nurses. Taking into consideration that the emergency situation will remain in force throughout another year, the League has foreseen a delegation to be composed of :

- 1 Coordinator
- 1 Administrator
- 1 Logistics Delegate
- 5 Field Delegates
- 8 Medical Delegates (nutrition)

CHAD


LIBYA
NIGER
SUDAN
Arada
Biltine
Guereda
Mao
Moussoro
Abeche
N'DJAMENA
Mongo
Bitkine
Sarh
CAMEROON
Moundou
CENTRAL AFRICA
League/RCC relief program

- 1 Agronomist (for market garden in the second step of the operation)
- 1 Developement Delegate
- 1 Mechanic

555 local people have been engaged by the League for its action and are paid with "food for work".

The following delegates are urgently required :
(6 months' contrats - minimum) :

- 1 Nutritional nurse
- 3 Field Delegates
- 1 Mechanic

These delegates must be French-speaking and prepared to endure hard living conditions.

At present, the League's action covers the following regions :

AAA) Guëra - 22 nutritonal centres - 26,100 assisted persons
- 1 recovery centre for 80 children

BBB) Kanem - 13 nutritional centres - 12,450 assisted persons

CCC) Biltine - 22 " " - 18,600 " "

DDD) Ouaddai - 24 " " - 20,850 " "

EEE) "Wall of N'Djamena" - 20 nutritional centres within a radius of 40 km2. There are two League nurses supervising the distribution of prepared, enriched meals to 40,000 displaced persons.

FFF) South Chad - There were 134 nutritional centres assisting 75,000 persons. The operation in this region has been temporarily suspended due to the present situation of conflict.

The League is the only Organisation in Chad distributing prepared meals.

It must be noted that the above-mentioned figures rise daily due to the population movement, also that the situation might well grow worse. Should this happen, a complementary appeal could be sent to Sister Societies requesting further emergency needs.

BUDGET (one year)

1) Supplies and non capital equipment	SFr	SFr	$
a) Foodstuffs (approx. value) :			
5.000 t Wheat and Maize	6.500.000		2,600,000
7.500 t sfcm, milk, sugar & vegetable oil (contribution guaranteed by WFP)	12.400.000		4,960,000
Vegetable seeds	600.000		240,000
b) Goods :			
50.000 blankets	900,000		360,000
		20,400,000	8,160,000
2) Warehousing and transport			
Warehousing	90,000		36,000
Transport	2.112,000		844.800
		2,202,000	880,800

3) Capital expenditure			
4 Landcruisers	100,000		40,000
3 8-ton trucks	430,000		172,000
2 permanent radio posts and 10 mobile radio posts	100,000		40,000
Equipment Nutritional Centres	90,000		36,000
Housing equipment	60,000		24,000
Agricultural tools	90,000		36,000
Shelters/Mosquito nets	108,000		43,200
Kitchen utensils	60,000		24,000
		1,058,000	423,200
	SFr	SFr	$
4) Personnel			
League delegation	2,280,000		912,000
Local personnel	270,000		108,000
		2,550,000	1 020,000
5) Communications		100,000	40,000
6) Information		20,000	8,000
7) Administrative/operational expenses		388,000	155,200
8) Programme support Sahel		80,000	32,000
9) Support programme (Geneva)		300,000	120,000
10) Contingencies (5 % of items 2 to 7)		302,000	120,800
GRAND TOTAL		SFr 27,400,000	
			$10,960,000

Development of the Red Cross of Chad

In accordance with the Red Cross of Chad a development delegate will shortly be sent out in order to help them elaborate on the structures of their development programme. Assistants have already been trained by our teams wherever our teams were introduced; as well as in N'Djamena where a course for 108 assistants was organised. Furthermore, the League financed the trips of two delegates from the Red Cross of Chad, the one to take up responsibilities for the Youth in Brazzaville and the other to attend the training seminar for French Speaking African Delegates at Porto Novo (Benin).

Several Red Cross centres have been built and placed at the disposal of local groups, thanks to the financial backing of the Norwegian Red Cross. The latest inaugurated is that of Abeche, Ouaddai's main regional centre.

Together with the national committee of the Red Cross of Chad, it has been agreed, that upon arrival of the League's development delegate and following elaboration of the restructuration programme, a budget will be prepared and submitted to all National Societies.

Development Market Garden Projects

A detailed study has been made for a project in Kanem, comprising of :

- cultivation around ouaddis
- digging of new wells or the cleaning out of existing ones
- construction of small dams, etc.

This project has been submitted to the authorities for approval. Other similar plans are to be elaborated once the authorities' approval has been obtained. These projects will be carried out in conjunction with the Red Cross of Chad.

The budget concerning these projects will also be submitted to Sister Societies in order to request their support.

The League's delegation in Chad coordinates all its activities with the I.C.R.C. who pursue their traditional activities. It must be remembered that the League is a member of the coordination committee which includes the Ministry of Defense for national calamities, together with the WFP, UNICEF, USAID, CARE CHAD, MSF (Médecins Sans Frontières) and other operational Organisms in Chad.

The League will regularly keep Sister Societies informed on the development of the situation and aid programme. It will advise them of eventual supplementary needs which the delegation might require during 1985, a year which is expected to be particularly difficult.

All cash funds must be transferred to the League in Geneva and all contributions in kind should be forwarded to our delegation in N'Djamena, at the following address :

Délégation de la Ligue des Croix-Rouge et du Croissant-Rouge
B.P. 1137 / 15, av. Félix Eboué / N'DJAMENA (Tchad)

MALI - DROUGHT APPEAL 16 November 1984

COMPLEMENTARY APPEAL

GENERAL SITUATION

Following the alert launched by the League's delegation in Mali, the Programme Officer, during his visit last October, noted a serious deterioration in the food situation, mainly in the Gao region. That same month, UNDRO/PAM/FAO and other multidonators analysed the state of the security stocks, agricultural production and first aid. They noted that agricultural production is clearly inferior to that of 1983. Cereal requirements amount to 202,000 MT as far as foreign aid is concerned. They also pointed out the particularly serious situation in the north of the country; a situation which requires urgent free distribution of cereals, mainly at district and village levels.

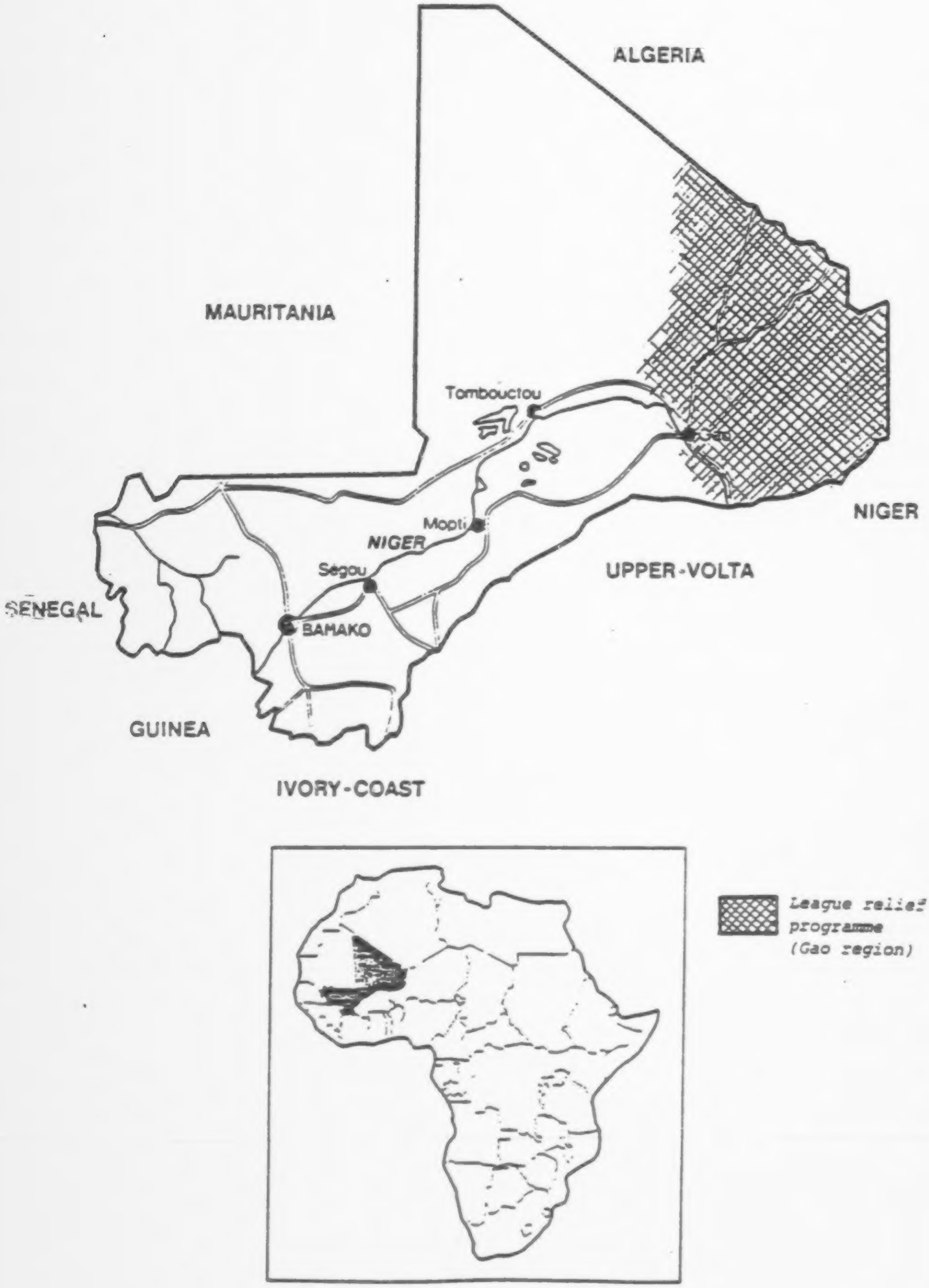
What is more, the most critical moment of bridging the gap will probably begin in April 1985, which is one - two months earlier than usual (See SITREP No. 5 UNDRO, 11.9.1984).

THE LEAGUE'S PRESENT ACTION

In face of the grave situation this year, the League decided to set up as of July 1984, a food aid programme in favour of children in the Gao region. Rations, prepared in situ (rice, sugar, oil, milk, i.e. 400 cal/day), are distributed. Following the arrival of extra delegates, the League now manages about 50 food centres of the 108 foreseen. These centres will all be operational by mid December 1984. The actual delegation is composed of a head of delegation and 8 delegates all based in the 4 areas of the Gao region.

Owing to the pronounced aggravation of the situation, we have decided to double our aid programme as of the 2nd week in November, the rations augmenting to 800 cal/day and to 2 meals per day. The goods already granted are sufficient to carry out the programme up till April 1985. However, in December 1984, a further complementary appeal for aid for children will be launched to cover the period April - December 1985.

MALI


ALGERIA
MAURITANIA
Tombouctou
Gao
NIGER
Mopti
NIGER
Ségou
UPPER-VOLTA
SENEGAL
BAMAKO
GUINEA
IVORY-COAST
▨ League relief programme (Gao region)

COMPLEMENTARY APPEAL

Referring to the deteriorating situation mentioned above, and taking into account that not only do the children need supplementary rations, (see programme above) but now also the adults belonging to their families, the League has decided to extend its aid to 100,000 adults.

Taking advantage of the existing structure (Programme aid to children), we are actually distributing 300 MT of rice offered by the CEE. Furthermore, 125 MT offered by the Danish Red Cross are en route. These distributions will continue up till the end of December 1984. For its programme of aid to adults, the League has taken into account the following:

By choosing to aid adults whose children are being assisted, we could broadly use the already existing infrastructure for the 108 food centres. This programme was elaborated, keeping in mind the aid projects of non-governmental organisations, members of CCAU (Committee of Coordination of Urgent Aid) which explains why the League will not undertake the totality of needs for these families.

Aid will be given to family groups, i.e. about 13,000 families. Considering the other sources of aid and to agree with their programmes, the League proposes to cover 25% of the cereal requirements per family, which amounts to 100 kgs of cereals per month. The logistic difficulties particular to this region forced us to decide on the distribution of only one cereal.

In order to maintain a certain harmony with the system of other organisations in Mali, the League initially foresees three distributions of 100 kg each for one year and as of the start, the League will control the viability of this system.

In the case where Red Cross regulations are not guaranteed, the distribution system will have to be revised which would include a considerable augmentation of logistic means and of personnel.

These same logistic difficulties forced us to opt for long trips, a hiring of vehicles system available in situ. The League will use their own vehicles for transport between villages.

For this programme of aid to adults, the League asks for:

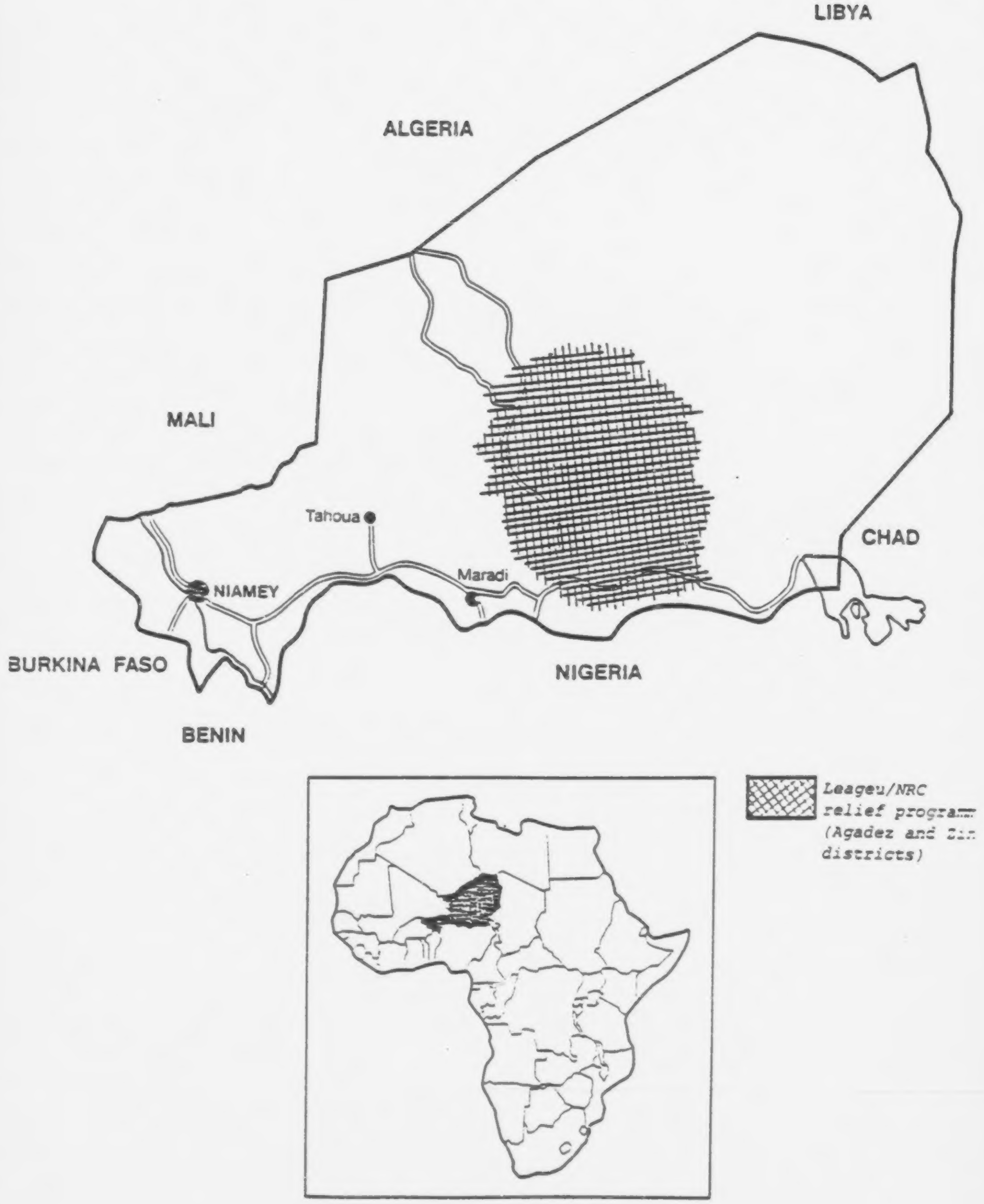
13,000 families x 25 kg x 12 months = 3,900 MT

Owing to storage problems, the rice should arrive as and when required, that is in several stages.

REQUIREMENTS TO COVER

		SFr	$
1.	Supplies and non capital expenditure		
	a) rations (approx. value) 3,900 MT rice	3,900,000	1,560,000
2.	Transport and Warehousing		
	a) internal transport	600,000	240,000
	b) local transport	350,000	140,000
	c) warehousing	50,000	20,000
3.	Capital expenditure		
	2 landrovers	70,000	28,000

NIGER


LIBYA
ALGERIA
MALI
Tahoua
CHAD
Maradi
NIAMEY
BURKINA FASO
NIGERIA
BENIN
Leageu/NRC
relief program
(Agadez and Zin
districts)

	2 Unimogs	70,000	28,000
	housing equipment	40,000	16,000
	distribution of tools	30,000	12,000
4.	Personnel		
	League personnel	180,000	72,000
	local personnel	150,000	60,000
5.	Communications	80,000	32,000
6.	Information	20,000	8,000
7.	Operational expenses and delegation administration	100,000	40,000
8.	Sahel support programme	40,000	16,000
9.	Geneva support	50,000	20,000
	Contingency: 5%	91,500	36,600
	TOTAL	5,821,500	2,328,600

NIGER - DROUGHT APPEAL 10 December 1984

GENERAL

Like several other Sahelian countries, Niger has been seriously affected by drought this year, harvests are very poor and drought has prevailed throughout the rainy season in most regions. The latest rainfall at the end of October slightly improved the condition of crops in the South West of Niamey and benefited out of season crops in the lowlands. Elsewhere these rains were too late for the benefit of the crops which also suffered from warm, dry winds in the last stage of their growth. Pasture land has been very seriously damaged by mass migration of people and cattle to the agricultural areas in the South. The total cereal crop is less than half that of 1983. The FAO confirmed this situation in its latest report of 26 November 1984. the 1984 cereal shortage amounts to 350'000 tons. This figure is the official one announced by the Niger authorities, who have appealed to the international community for assistance at this extremely difficult time. The Government requested the Red Cross Society of Niger to appeal to the League for support for the stricken population.

The League immediately sent out Dr René Gentils, a nutrition specialist from the French Red Cross for one month, who after consulting the Red Cross of Niger and the authorities, visited the worst affected regions. A programme for an operation to last until the end of November 1985 was prepared with the president of the Red Cross Society of Niger in agreement with Dr Gentils and a member of the Western and Central Africa Department. It was decided that the League would support the National Society in assisting vulnerable groups in the following regions:

- Zinder (South): 25'000 persons
- Zinder (North): 25'000 persons
- Agadez : 15'000 persons

The following delegates are needed to carry out this relief operation and to support the Red Cross Society of Niger:

- 1 Coordinator (Head of the Delegation)
- 1 Administrator
- 1 Logistics Delegate
- 2 Nurses (nutrition)
- 1 Doctor (nutrition)
- 2 Field Delegates

These Delegates must be French speaking and be prepared to put up with difficult living conditions. Their contract should be for six months to one year.

RELIEF OPERATION

As mentioned above, the first target for the vulnerable groups in each area will be distribution of meals prepared in nutrition centres. League teams, with the assistance of the Niger Red Cross, will decide after surveying specific points in each zone, where the League will open nutrition centres. Each person selected to receive assistance will be given an identification card entitling him to daily rations of fortified milk, with cereals. Each centre will be organised to cook enough prepared meals each day. Close cooperation has been planned with all bodies on the spot, known collectively as GAP.

It was also decided that our medical teams would be responsible for distributing medicaments in all our nutrition centres. This decision was taken following the survey by Dr Gentils, who stressed the importance of medical assistance to drought victims.

We must emphasise that the situation in Niger is deteriorating very rapidly. In view of the North/South exodus a supplementary appeal to National Societies may be launched to extend our activities.

BUDGET	SFr	SFr	$
1) Supplies and non capital equipment			
Foodstuffs :			
4'800 tons of cereals (rice,maize or sorghum)	3,276,000		1,310,400
468 tons of oil	643,000		257,200
1'170 tons dsm	936,000		374,400
234 tons of sugar	270,000		108,000
Medicaments :			
26 kits list A - WHO	1,404,000		561,600
1 kit list C - WHO	56,000		22,400
		6,585,000	2,634,000
2) Warehousing and transport			
transport Europe/Africa	450,000		180,000
transport with Red Cross vehicles	250,000		100,000
hiring of vehicles	800,000		320,000
warehousing	300,000		120,000
wharfage and handling	100,000		40,000
		1,900,000	760,000
3) Capital expenditure			
2 air conditoned toyota landcruiser station wagon vehicles + spareparts	80,000		32,000
3 toyota landcruiser vehicles with spareparts	100,000		40,000
2 10-ton lorries with spareparts	240,000		96,000
		420,000	168,000

4) Personnel			
8 league delegates x 12 months	960,000		384,000
local personnel	250,000		100,000
		1,210,000	484,000
5) Communications	100,000	100,000	40,000
6) Information	30,000	30,000	12,000
7) Administrative/Operational expenses	100,000	100,000	40,000
8) Programme support Sahel Delegation	60'000	60'000	24,000
9) Programme support (Geneva)	100'000	100'000	40,000
10) Contingency (5% of item 2 to 7)	169'000	169'000	67,600
	TOTAL	SFr 10'674'000	4,269,600
		development	188,000
			4,457,600

DEVELOPMENT OF THE NATIONAL SOCIETY

The Red Cross Society of Niger has asked the League to send a Development Delegate whose main activity will be to strengthen national first aid activities. The League has decided to back this project and will send out a Development Delegate at the same time as the relief teams. The Red Cross Society of Niger has already advanced 1 Million CFA to five regional committees to build their Headquarters. The League has decided to support this project and to appeal to National Societies for the amounts still needed.

BUDGET REQUIREMENTS	SFr	$	
- 1 Development Delegate January 1985/November 1985	110,000	44,000	
- 1 air conditioned four-wheel-drive landcruiser Toyota vehicle	80,000	32,000	
- various materials	30,000	12,000	
- operational and administrative expenses	50,000	20,000	
- difference to be paid for the construction of five headquarters in five prefectures	200,000	80,000	
		47	188,000

DEVELOPMENT MARKET GARDEN PROJECTS

The Red Cross Society of Niger will submit to the League market garden projects (cultivation near wadis, wells, small dams, etc.) to be implemented solely by the National Society with the support of a League expert or experts if need be. As and when these projects are submitted to us, an appeal will be launched to National Societies for their support.

In agreement with the Red Cross Society of Niger all the funds and contributions received in reply to this appeal will be administered by the League delegation. The three sections of this programme - the relief operation, the development of the National Society and the market garden projects - will be closely coordinated with the Red Cross Society of Niger.

All cash contributions should be sent to the League Secretariat in Geneva. Gifts in kind should be sent care of the League Delegation, to the Red Cross Society of Niger, P.O. Box 11386, Niamey. The National Society suggests using the harbour in Lome (Togo) for shipments.

RWANDA - DROUGHT APPEAL 26 November 1984

FOOD AID

GENERAL SITUATION

1. Food shortage

A landlocked country with an area of 26,000 km^2 and a population of 5.3 million, Rwanda has a population density of 211 inhabitants per km^2, which rises to 390 if only arable land is taken into consideration.

Because of the bad effects of this high population density and the precarious food supply Rwanda lives with the constant threat of an interruption in the food supply. This occurs whenever the seasons are somewhat disturbed.

This year unexpected rainfall during the short December to February dry season followed by an abnormal drought during the April-May rainy season ruined all hopes of a harvest

The country is therefore faced with an estimated 60% food shortage, i.e., 142,770 tons of foodstuffs (cereals, haricot beans).

This unfortunate situation is causing general undernourishment requiring external assistance valued by the Government at 69,000 tons of foodstuffs.

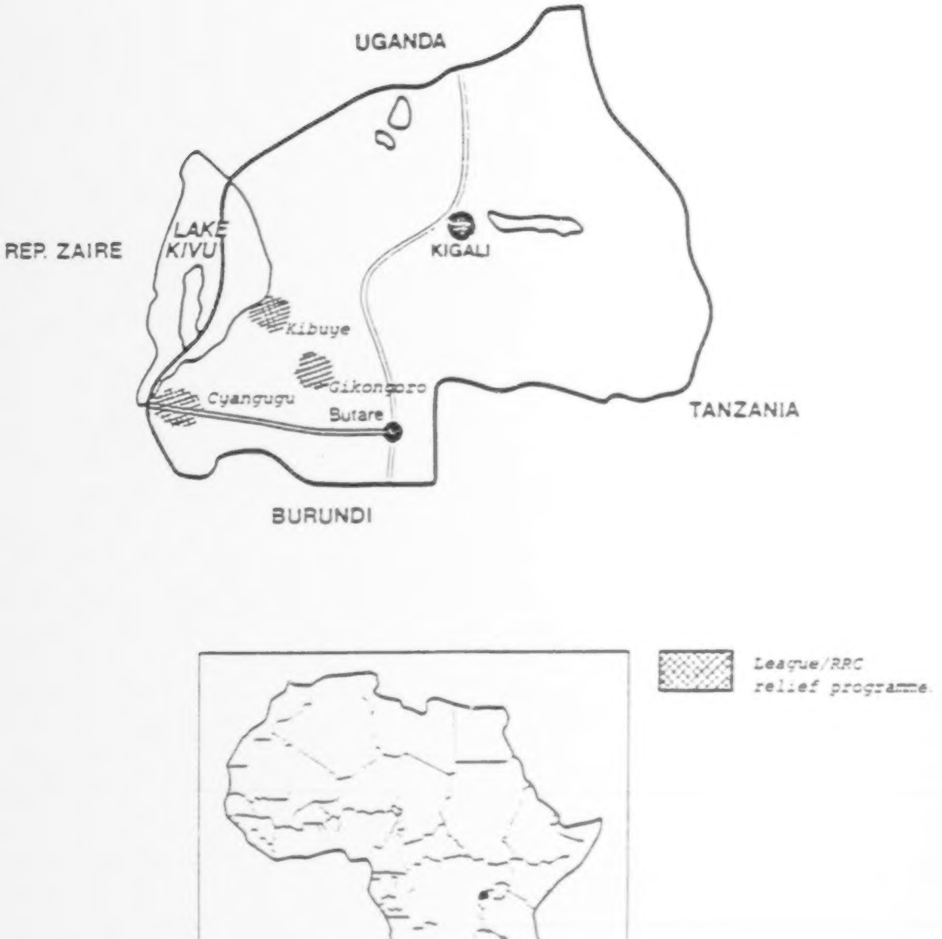
As the shortage makes prices rise, haricot beans, an essential source of protein, are too expensive for the poor, who as a result are doomed to increasingly severe undernourishment.

2. Action taken

A. In reply to the Government appeal, the WFP, the EEC, countries friendly to Rwanda and some NGOs have pledged contributions in foodstuffs amounting to 23,000 tons which will be available in Rwanda in January or February 1985.

B. The Catholic Relief Services (CRS) distribute emergency rations in the nutrition centres that follow the development programmes they initiated.

RWANDA


UGANDA
LAKE KIVU
REP. ZAIRE
KIGALI
Kibuye
Gikongoro
Cyangugu
Butare
TANZANIA
BURUNDI
▨ League/RRC relief programme.

SITUATION IN THE WEST OF THE COUNTRY

A nutrition survey requested by the League in October/November 1984 confirms that there is general chronic malnutrition which at the present time does not require emergency action.

However the western part of the country, comprising the prefectures of Kibuyé, Cyangugu and Gikongoro, will experience a serious shortage which the next harvest expected in January 1985 will not overcome. Experts predict that this harvest will show a 25% shortfall for several reasons related to climatic conditions and the seed shortage.

The grant of food aid to vulnerable groups in this area of 5,600 km^2 (population 1.3 million) should therefore be given consideration at once.

It will be all the more necessary as the CRS is not carrying out any programme for the distribution of food to the population as it is in the rest of the country.

The malnutrition detected does not require emergency action for the time being. As the situation might become alarming some time after the January harvest, which will come far short of needs, the League should start preparing now to meet the food needs of vulnerable groups as from the beginning of March 1985 at the latest.

PLAN OF ACTION

The appeal covers 65,000 vulnerable persons (pregnant and nursing women, children between the ages of 0 and 6) whom the League wants to assist with supplementary food rations (haricot beans, maize, oil) at the rate of 440 calories per person per day for an initial period of 60 days.

The League action will be carried out as follows:

Phase I: December 1984 - February 1985

A/ Build up a stock of 430 tons of foodstuffs in Kigali.
B/ Recruit one chief delegate and three field delegates.
C/ Purchase and forward to Kigali: 3 5-ton lorries
3 soft top pick-ups
1 double cabin H-Lux Toyota

Phase II: March - April 1985

A/ Coordination of relief in the three worst affected prefectures at seven distribution centres:
3 in the prefecture of Kibuyé: Mabanze, Gishyita, Mwendo
2 in the prefecture of Cyangugu: Mushaka, Ruharabuya
2 in the prefecture of Gikongoro: Nohili, Muko.
This work will be carried out with the cooperation of Rwandese Red Cross first aiders and under the supervision of field delegates.

B/ Further appeal at the beginning of March, if necessary, for a third phase, the scope and length of which will depend on how great the new food shortage is.

BUDGET (2 months) (1)

		SFr		$
1.	Supplies and capital equipment (2)			
	156 tons haricot beans	175,500		70,200
	235 tons maize	117,500		47,000
	39 tons oil	78,000	371,000	31,200
				148,400
2.	Transport and warehousing			
	external transport	645,000		258,000
	hire of vehicles	45,000		18,000
	transport Red Cross vehicles	50,000		20,000
	upkeep	10,000	750,000	4,000
				300,000
3.	Capital expenditure			
	3 Unimog vehicles	116,000		46,400
	3 soft-top Landrover pick-ups	120,000		48,000
	1 double cabin H-Lux Toyota	33,500		13,400
	equipment (spare parts)	20,000	289,500	8,000
				115,800
4.	Personnel			
	local personnel	25,000		10,000
	League delegates	100,000		40,000
	training	10,000	135,000	4,000
				54,000
5.	Communications		50,000	20,000
6.	Information		5,000	2,000
7.	Operational/administrative expenses		30,000	12,000
8.	Programme support		80,000	32,000
9.	Contingency 5% (2 to 7)		62,975	25,190
			1,773,475	709,390

Note: (1) Items 1 to 7 concern the field
(2) Estimated value

We count on your support and thank you in advance.

ERRATA SHEET

Page 39 of "The Famine Effects on African Refugees," dated February 7, 1985 (S. Hrg. 99-48) (Serial No. J-99-3), a hearing of the Subcommittee on Immigration and Refugee Policy of the Senate Committee on the Judiciary, should be deleted.

Page 39, which is printed on the reverse side of this sheet, should be substituted.

During imposition this page was inadvertently placed in the House Committee on Government Operations hearing entitled "Review of the Administration's Proposal to Impose an 'Indefinite Moratorium' on the Strategic Petroleum Reserve Program," dated March 15, 1985.

5521-68

In Africa, we have provided an enormous amount of Government assistance and American citizens have responded in a manner that is in the very best of our tradition. We estimate approximately $80 million of private contributions have been given. There has literally been an outpouring because people have felt there was a real need. Sometimes I struggle away on Capitol Hill and other places to get other foreign aid legislation by, but I am convinced when we can make the case, it is clear there is a desperate need. Sometimes it is harder to do on longer term efforts, but when that case can be made clearly as has been made publicly in this country, Americans respond, and again we can be very proud of what we have done.

What needs to be done in the future, there is a supplemental appropriation request here and there have been numerous pieces of legislation proposed, all of which call for immediate and additional assistance, and our hope is that very prompt action can be taken here in Congress, prompt action particularly because Public Law 480, title II food is going to be used quite shortly and we need additional food quickly. That title II food is processed food we use in the camps. It is not the whole grains or wheat reserves. We are anxious those monies as well as disaster assistance money will be in short supply and we hope for those very quickly.

Let me make a few comments about the longer term effort. Obviously, we want to respond to this disaster, but we have to think about the whole picture. There is a need to see how we can avert the loss of millions of lives in another generation of drought, and we need to plan accordingly. It is for those reasons that President Reagan on January 3 outlined an Africa hunger initiative where he said, among other things, the long-term effort needs to include an effort for an agricultural revolution, a green revolution in Africa. I have been quite close to that set of questions and issues for a number of years, and I think it is absolutely necessary. There are some other components there as well, and I think we need to focus on this long-term problem as well as these short-term issues. For those who would despair the long term is not possible to address, I would point to the situation in India where, in the mid-1960's, there was a terrible disaster and famine that took many, many lives, but from sometime in the early 1960's, India and the donor communities took a number of steps in connection with Indian agriculture, and, in that period of time, India's grain production has increased about 3 times. It was the green revolution applicable to India that raised wheat that dramatically increased work, along with irrigation, extension systems, land-grant-type university systems, and I might point out India decided they were going to pay good prices to their growers.

My final point is these problems can be solved if the long-term steady commitment is made not only by us and the donor communities but the Africans as well.

Thank you very much.

Senator SIMPSON. I have a couple of questions and I am sure Senator Kennedy will want to address some questions.

What has been the effect of a previous amendment in our law, the Hickenlooper amendment, on the assistance to Ethiopian drought victims? What effect might that have on regions, that